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**PLACER COUNTY**

**LIBRARY  
SERVICES STUDY  
REPORT**

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MARCH 2022

**PREPARED BY**  
CONSTRUCTIVE DISRUPTION,  
PORTLAND, OREGON

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# INTRODUCTION

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Public libraries are based on a mission to provide access to service in the most efficient way, free of barriers, in a way that allows the highest level of self-autonomy, for the most community members. While ensuring consistent, barrier-free access, libraries must also recognize that the needs of those using the library will change over time. Library collections, staff, buildings, and services must change and flex in order to continue to grow.

**The libraries of Placer County are at a point in their history where possible changes are being seriously considered and presents a great opportunity to more fully bring equitable library service to more county residents.**



The Placer County Library 2020-2025 Strategic Plan includes a list of “strategic challenges facing the library system:

- Cultivating mutually beneficial public and private partnerships.
- Advocating for support from County leadership, stakeholders, and the public.
- Implementing and maintaining up-to-date, service-enhancing, user-friendly technologies.
- Resourcing customer demand for a 21st Century Library that provides safe and flexible spaces, competent staff, and innovative services with appropriate hours.
- Maximizing the contributions of support groups and volunteers.
- Positioning Library as the place to go for community engagement, learning, and enjoyment.”<sup>1</sup>

Because we know that the County is a welcoming, vibrant, engaging place to live, and that the Library is a vital part of that community, the message is clear: the County-run libraries are challenged to meet the needs of their communities.

Years of limited funding have placed the Placer County Library in a situation that is no longer tenable, with chronic staff shortages, underutilized services, locations with insufficient space for customers and collections, and in a poor position relative to neighboring libraries and California libraries overall. Although Placer’s rate of expenditures per capita is close to the state median, or the very middle of all libraries in California, it is 30% lower than the state average, which puts Placer in closer alignment with the have-not libraries than with the haves. For example, Placer’s staffing rate per 1,000 population is 22% below the statewide median; staffing at the median rate would yield more than 14 additional staffing positions. Placer’s current funding levels cannot allow it to function similarly to other library systems that are functioning at a higher level with more funding.

Throughout this report, we will refer to the median and the average. To help clarify why both numbers may be referenced, it is important to note the distinction between the two:

- The median reflects what lands in the very middle of a group of collected statistics, regardless of size. The median is the number that has 50% above it and 50% below it; for example, in the case of the statistic for the statewide median for library expenditures per capita, 50% of the libraries in the state have per capita expenditures above Placer County and 50% have expenditures below it.
- The average is found by adding up all the numbers and dividing by the count of numbers there were. Extremely high numbers will increase the average.

Because California has many very large urban library systems, this skews the average higher than the median and often makes the median a more representative benchmark.

Placer County Library staff at all levels are dedicated to their libraries, their communities, and their colleagues, but dedication alone is not enough to provide consistent, equitable, and sustainable services across the County. The greatest challenge to providing

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<sup>1</sup> 2020-2025 Strategic Plan. County of Placer Library Services, 27 Aug. 2019.

consistent, sustainable library service in Placer County is insufficient staffing. There are simply not enough staff members to physically provide the service community members expect.

In researching potential directions for library service in Placer County, certain conditions became evident:

- The current service model is neither sustainable nor equitable, as was the case before COVID.
- Without investment, community members will need to learn to explore new service models..
- In any proposed service model, additional investments need to be made (for example, all options likely require a library facilities master plan both for short-term and long-term models).
- The investments need to be sustainable, ensuring consistent access to service; library facilities must not be allowed to fall into disrepair.
- Staff levels must increase, and a vision of recruiting for a diverse workplace should be included in all staffing plans,

It is not a viable option for Placer County Library to continue as it is, nor to return to pre-COVID services.

In determining how to approach the key question of the Library Services Study and this report — *How might Placer County optimize library services in a post-COVID world?* — it was essential to consider those three key determining factors in relation to services and operations, finances, and governance: *consistency, equity, and sustainability*.

- *Consistency* means reliability; community members can count on the quality of library services across the county, and expect access across the county. We might think of consistency as an element of equality, determining what all members of the community might have access to.
- *Equity* is defined as “just and fair inclusion;” community members, regardless of personal, geographic, economic, or other barriers, have access to the tools and resources they need to be included in society at equal footing and in order to prosper.
- *Sustainability* means services can be continuously funded, and therefore, continuously made available, if community demand requires it.

The current state of library operations reflects inadequate resources. There is only so much so few staff can do, only so many people who can be in a small library space, only so many people who can travel a long distance or access the library during limited hours. Decision-makers, funders, Friends, users, and staff have different ideas of what the library is and what it should do. As long as there is not a clear and consistent message of what library services can be, the lowest-cost option to provide service will prevail. The status quo is the commitment to a gradual, continuous erosion of services.



There is great opportunity to reach out beyond current library users, who represent a demographic profile that is not aligned with the diversity of the County as a whole, to bring equitable library service to a much larger portion of the County. There is much the County and the Library do not know about library users or community members who do not currently use the Library; what they desire in their library services is relatively unknown.

There is room to grow even for current library users, who desire libraries to be open longer with more consistent hours, and access to books and other materials, Wi-Fi, and programming for children in their communities. Library users across the County will need to become comfortable with alternative service models, including access to materials and space via self-service options and staff engaging with the community outside of a library facility.

After significant analysis, potential next steps became clear. Placer County must either have:

- an influx of additional staffing to increase hours at library locations; or,
- a reconfiguration of the location structure to increase hours at some locations and a reconceptualization of the services and staffing at other locations.

Four clear paths for library services in Placer County emerged:

1. **Do nothing; maintain the status quo.** This is the path forward if there is no intervention. There is no question that flat funding or a historical increase of 2.9% will continue to erode library services to county residents. This path does not address staffing or access concerns.
2. **Keep up with inflation and modify services.** This means fund the Library at the current level with year-to-year increases that keep up with inflation. This financial structure means running the library with the dedicated property tax collected for providing library services, with the County General Fund continuing to provide support. This takes into consideration that internal services costs and retiree obligations are covered by a distribution from the County's General Fund.

This path represents the library services Placer County can afford to provide at the current level of funding.

3. **Steady, consistent investment in services to build towards a high-functioning county system.** In this service model, the County commits to continuous investment over six years so that the Library's revenue is 9% higher annually each year. This path positions the Library to close the gap between the services it is able to provide and the aspirations the community has for the Library.

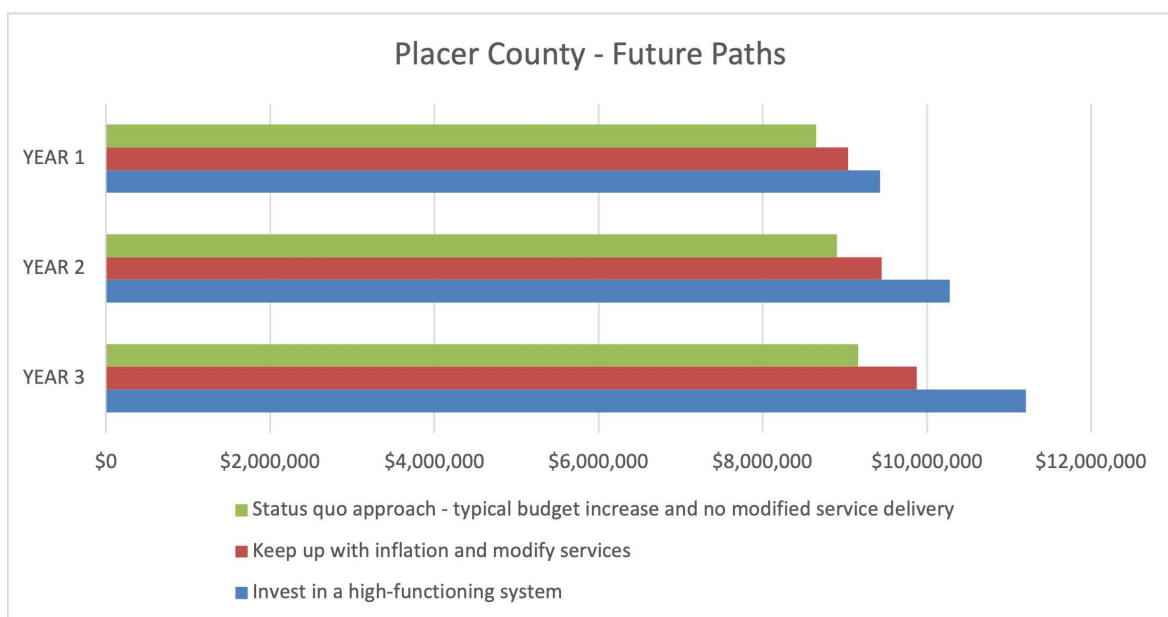
This investment would fund more staffing, allowing for locations to be open 7 days a week, with more staff outreach, continuing to expand the impact of and

access to library services across the county. Keeping in mind the directive to ensure the “highest and best use of funds,” this path includes self-service options in Penryn, Applegate, and Tahoe City.

This path forward ensures equity, efficiency, and consistency where it is most valuable, consolidates structures, processes, or relationships that dilute the strength and message of the Library, and supports and celebrates locally-responsive library service.

4. **Fully fund a high-functioning system.** All current locations remain open and staffed, including a new, larger location in Kings Beach and a smaller location in Tahoe City. This path assumes a major financial, governance, and operations transformation for the Library.

For this final path, there are multiple potential options for increased funding, including an increase in the general fund contribution; moving to a local/county partnership-based model, commonly referred to as a “federated model,” where individual cities and communities contribute to the library directly; and creating an independent taxing district for library services. Additional information on a local/county partnership model and the independent taxing district can be found on pages 59 and 63, respectively.



These paths come at relative costs, projected here at a glance. The fourth path is not represented in the chart above since this service model assumes a fundamentally different financial structure. It would likely take a minimum of 18 months just to plan out and garner necessary public support for this different structure. Relative to the other paths, the fourth path is the most costly.

In addition, this report looks at the countywide impact of removing the Tahoe Service Area from the Placer County Library to definitively address “return-to-source” questions on page 79. Return-to-source questions in Tahoe can only be resolved at the expense of the rest of the County — and the funds are still not enough to support a thriving independent library for the Tahoe Basin, as they will, at minimum, not fund the new library facilities that will likely be required.

If Placer County is interested in developing meaningful partnerships in the Tahoe Basin to address service and service challenges, all paths forward require Placer to come up to parity with Nevada County in order to come to the table as an equal partner. Suggested steps for coming to parity with Nevada County in order to benefit library service in the Tahoe Basin can be found on page 81.

The Placer County Grand Jury Final Report 2020-2021 recognized that all the libraries in Placer County had been greatly impacted by COVID-19. The report recommended greater cooperation between the library jurisdictions in Placer County and specifically called out the staffing challenges of the Placer County Library. The Placer County Board of Supervisors has acknowledged those challenges and is investing in this independent analysis to provide them with options to address the challenges the Placer County Library is facing.

It is possible for the Placer County Library to optimize in a way that does not bankrupt the system, but this requires a reset of expectations. Placer County has inspirational service goals but funds in the middle of the pack; the current level of funding simply does not align with stakeholder expectations, and the vibrant, connected system of library services described in the Grand Jury report requires a reset of funding expectations. The path the County pursues should, above all, keep equity of service to a diverse range of community members at the forefront.





# ESSENTIAL CONTEXT

*Middle Fork of the American River, near Auburn CA*

# CURRENT SERVICES

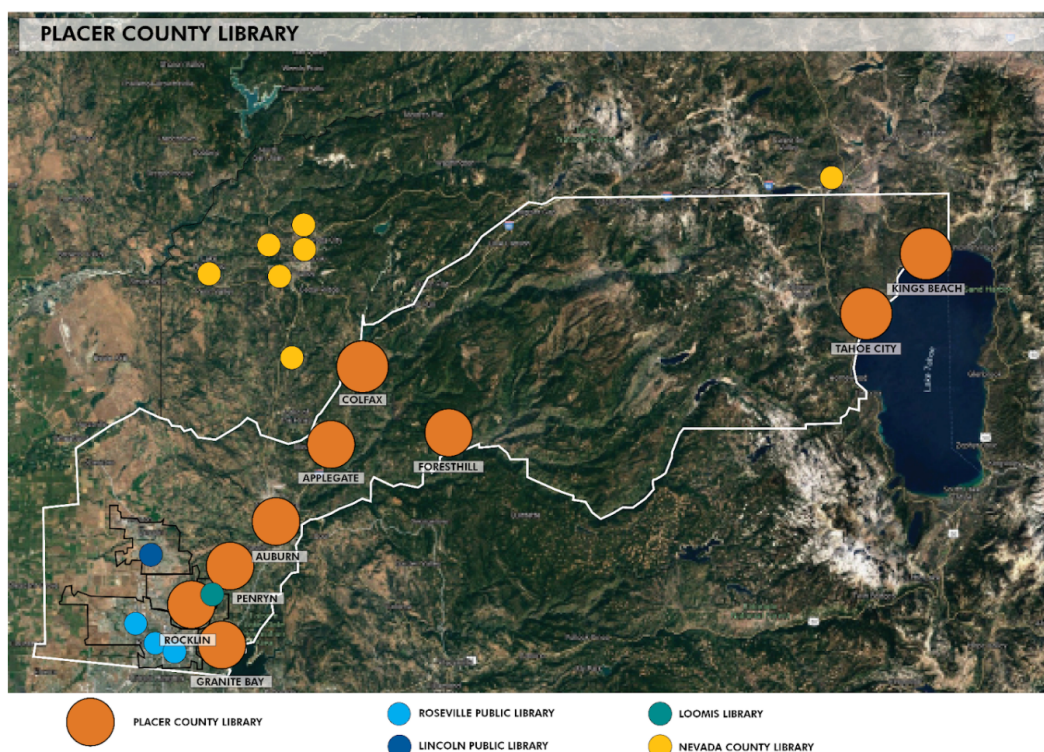
## OVERVIEW

The Placer County Library, established in 1937, serves the cities of Auburn, Colfax, and Rocklin as well as all of the unincorporated areas of the county including Applegate, Foresthill, Granite Bay, Kings Beach, Penryn, and Tahoe City.

The Placer County Library service area is over 1,500 square miles with a service population of 201,687 community members.

There are **nine facilities**, and, as of February 2022, seven are currently open. The open facilities are Auburn, Colfax, Foresthill, Granite Bay, Kings Beach, Rocklin, and Tahoe City; facilities that have not re-opened due to COVID-19 restrictions are Applegate and Penryn.

Placer County Library does not provide service to the incorporated cities of Roseville and Lincoln, or the town of Loomis.



Placer County Library provides a variety of services including collections, programs, events, tours, meeting rooms, study spaces, Wi-Fi, public computers and photocopiers, reference services, services for patrons with print disabilities, and literacy services for adults and families. The Library organizes materials, resources, and services for specific audiences, i.e., kids, teens, and adults.

Placer County Library is a member of the NorthNet Library System, which is comprised of over 40 libraries in Northern California. NorthNet is one of nine similar systems throughout the state, supported in part by the California State Library. System members share resources, participate in aggregated purchasing of materials, and collaborate on programming and staff training.

The following areas are covered in this overview of current services:

- Funding, page 11
- Governance, page 15
- Operations, page 16
- Staffing, page 18
- Current state of facilities, page 21
- Comparing Placer County Library with peers, page 24.



## **Funding**

The Placer County Library fiscal year 2021-22 budget has a revenue total of \$8,652,879. A reconstruction of the financial data provided in the County Budget shows that the main sources of revenue are:

Property tax based income	\$6,651,142 (77%)
General fund income	\$1,601,045 (18.5%)
Other fund income	\$ 268,192 (3%)
Other income	\$ 132,500 (1.5%)

The main expenditures in this budget are:

Staffing — current	\$4,103,951 (47%)
Staffing — retiree obligations	\$1,323,022 (15%)
Facilities	\$1,054,680 (11%)
Collections & programs	\$ 798,112 (9%)
County administrative charges	\$ 621,185 (7%)
Technology	\$ 606,373 (6%)
Administration	\$ 405,381 (4%)

Within the current budget, 62% of the expenditures are allocated to staffing, both current and retiree obligations. With the retiree obligations removed, staffing accounts for approximately 55% of the budget. This is low for a governmental institution. In 2019 the Institute of Museum and Library Services' Public Library Survey average of personnel costs (salaries and benefits) was 67% of library budgets<sup>2</sup>. Considering this average, at 55% Placer is 12% points behind the national average.

In the County 2021-2022 Adopted Budget, the section containing the Placer County Library 2021-22 Budget outlines four major programs<sup>3</sup>:

- Community Services (\$191,729) — Encourage and engage citizens to support Placer County Library.
- Library Collection Services (\$2,002,085) — Lend and provide access to an up-to-date collection of books and materials reflective of community interests to library cardholders of all ages including access to a variety of e-resources, databases and the internet. Of this \$2 million, approximately \$537,000 in the 2021-22 budget (noted as "special departmental expense" in the County's budget) is focused on purchasing materials for the collection, with e-resources comprising about 35% of overall collection spending.<sup>4</sup>

<sup>2</sup> *Public Libraries Survey, 2019*. Institute of Museum and Library Services.

<https://www.ims.gov/research-evaluation/data-collection/public-libraries-survey>

<sup>3</sup> *2021-2022 Adopted Budget*. Placer County.

<https://www.placer.ca.gov/DocumentCenter/View/53223/Library-PDF>, p. 299-300.

<sup>4</sup> California Public Library Statistics Portal, Expenditures,

[https://ca.countingopinions.com/pireports/view\\_dashboard.php?pkey=f97a69fabbc108d2623a231740326767&live](https://ca.countingopinions.com/pireports/view_dashboard.php?pkey=f97a69fabbc108d2623a231740326767&live)

- Library Services (\$4,972,609) — Create library programs that strengthen access to community space and public events that enrich, inform, empower and entertain.
- Literacy Services (\$219,738) — Connect those in need with free, confidential one-on-one reading, writing, high school equivalency and English language skills, family literacy services, and basic computer assistance.

Additionally, the budget includes:

- Overhead (\$1,267,398) — Organization-wide overhead and operating expenditures not directly attributed to a library service or program.

These five budgetary areas provide a concept-level view of the way the library allocates revenue. They do not make visible the costs per program in operational terms, such as facilities, staffing, technology, collections, and content. Clear financial information is critical for the Library to communicate its needs in order to seek additional revenue, particularly as Placer County Library is underfunded for the current scale of its operation, with its 9 outlets spread across a major geographic distance.

There are 185 public library organizations in California, with 45 county libraries. Placer County Library is one of the 23 California county libraries funded by a dedicated share of property tax for the areas that they serve<sup>5</sup>. Although county libraries with dedicated property tax receive a specific share of local taxes, those funds are often not sufficient to support robust library services.

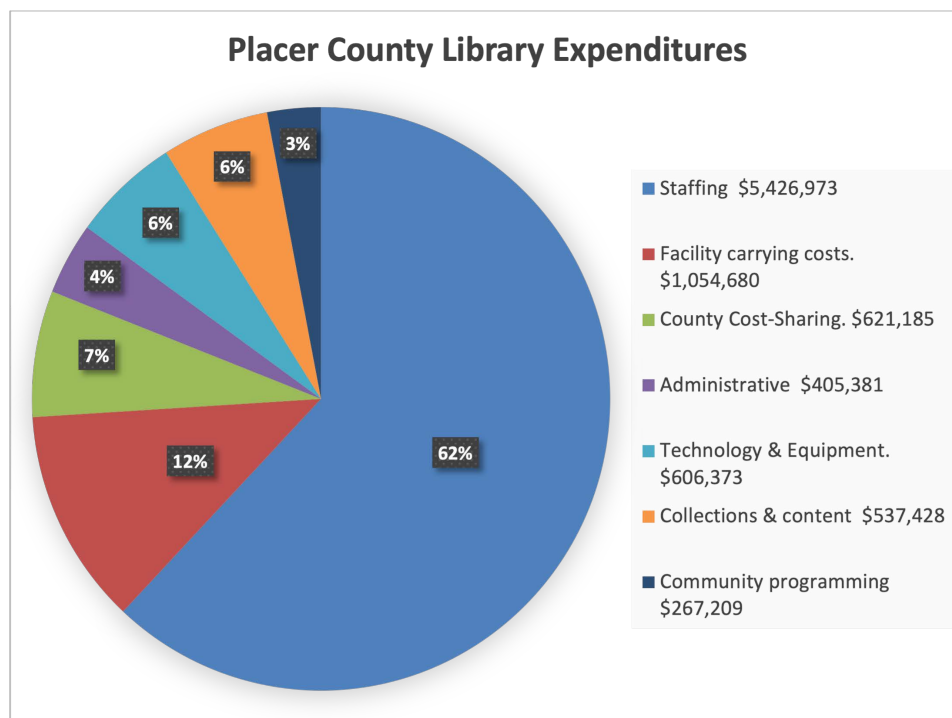
Placer County Library receives limited funds from Placer County's General Fund in addition to its dedicated share of property tax. The General Fund support includes funds to cover the County administrative costs that the Library incurs. These costs include technological and administrative support; a major portion of the costs are for historic retirement obligations.

Other California libraries with dedicated taxes receive general fund support as well as additional revenue from other sources. For example, the Solano County Library is a library with dedicated taxes whose funding is augmented by a ⅛ cent sales tax specifically approved for library purposes. Neighboring Nevada County Library, which does not have a dedicated tax base, is funded by a ¼ cent sales tax for library services that is supplemented by required Maintenance of Effort (MOE) funding from the County's General Fund. Examples of supplemental funding are also shown in case studies of the Yolo County Library (page 55) and the Santa Clara County Library District (page 61).

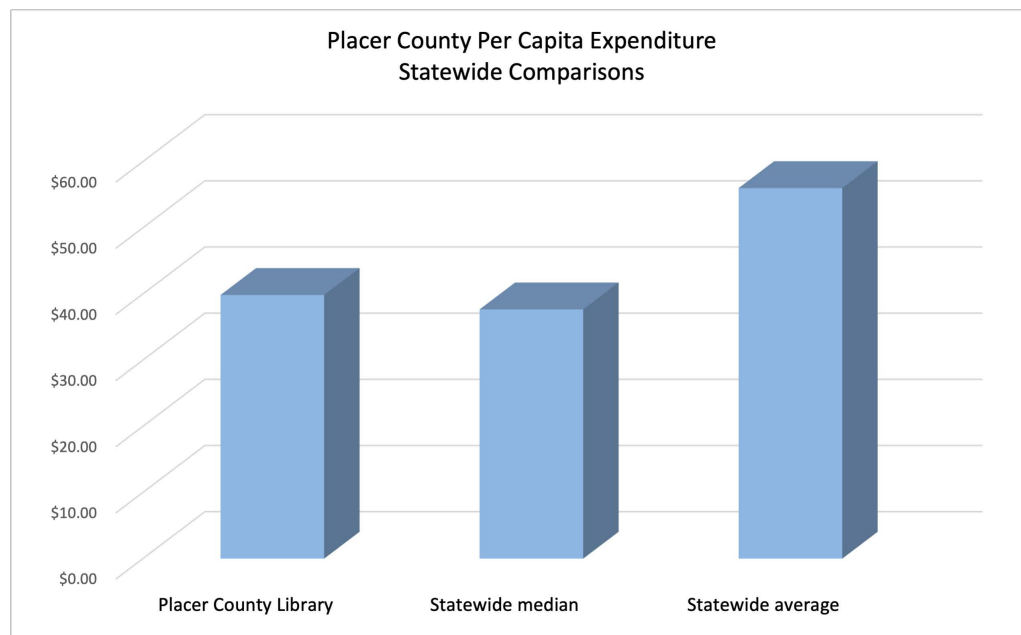
In aggregate, staffing expenditures, inclusive of the historic retirement obligations, are 62% of the 2021-22 budget and facilities costs are 12% of this budget, leaving just 26% of the library revenue for everything else, from collections to technology to programs to equipment. This remaining 26% is insufficient to robustly fund what has become standard in public libraries, such as regular evening and weekend hours.

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<sup>5</sup> *California Public Library Organization 2013*. California State Library, June 2013.  
[https://www.library.ca.gov/wp-content/uploads/2021/08/CAPubLibOrg\\_2013.pdf](https://www.library.ca.gov/wp-content/uploads/2021/08/CAPubLibOrg_2013.pdf), p 21.



Placer's expenditures per capita (\$39.85), as highlighted in the chart on page 26, are close to the statewide median (\$37.67), but are 30% below the statewide average (\$56).



Both the median and average have limitations as measures. The average can be impacted by extremes, and the median is what is likely to be the most frequently reported. There are huge disparities in the way libraries in California fund libraries on a per capita basis. This means there is a significant gap between the haves and have nots in terms of library services.



Placer's relative per capita expenditures show room for improvement. Of the 185 libraries in California, Placer County Library ranks at 99. It is just 6 places ahead of the bottom half of the State when it comes to median level funding, just 5.6% ahead of the median that marks the bottom from top half of the State. It is 27 places below the State average,<sup>6</sup> 32.6% lower than the average.

In addition, the combined materials and programming budget of approximately \$798,112 is 9% of the total budget. Most libraries strive to spend at least 10% to 15% of their annual budget on library materials alone.

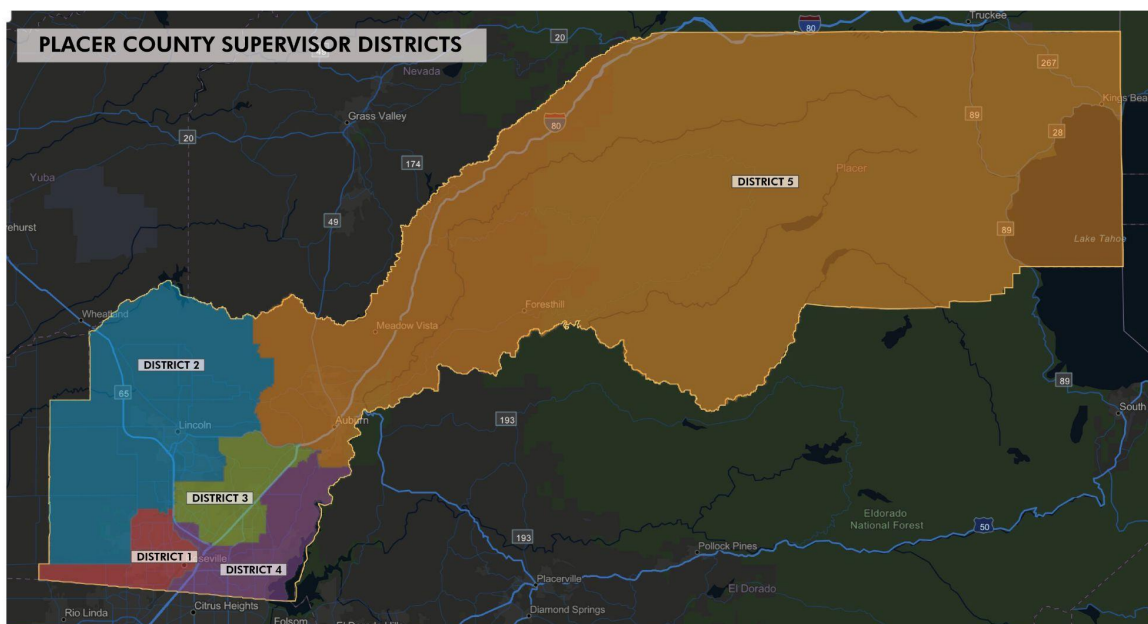
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<sup>6</sup> State Library of California. Counting Opinions. Total Expenditures Per Capita.  
<https://ca.countingopinions.com/pireports/report.php?72aa0efff17f139ea01242c5ccc50d72&live>

## **Governance**

Placer County Library is a department of Placer County Government and is administered by the Placer County Board of Supervisors. The Library Director reports to the County Executive Officer.

The Placer County Library Advisory Board advises and makes recommendations to the Board of Supervisors and the Placer County Library Director concerning policies and procedures for the operation of the County Library. The Library Advisory Board is composed of eight members, one member from each of Supervisorial Districts 1 through 4, two members from District 5 representing mid-Placer and the Tahoe Basin, and two members from the City of Auburn.



The Library is supported by multiple Friends of the Library groups that work toward generating community interest in the Library's services and facilities. There are separate Friends groups in Applegate, Auburn, Colfax, Foresthill, Granite Bay, Kings Beach, Penryn, Rocklin, and Tahoe City. There also is a Literacy Support Council that provides support for Placer County Library Literacy Services. The Placer Community Foundation also maintains a fund for the Placer County Library. Some Friends groups make annual donations to the fund; and the Placer Community Foundation speaks annually to all the Friends groups to solicit donations.

What is evident in the reconstructed Placer County Library budget is that there is minimal "other income" providing revenue for the Library. What is not apparent in this budget is what financial support the various local Friends groups are in actuality providing to Placer County Library. Within the "other income" category is a budgeted item of \$25,000 for donations amounting to 0.3% of the total revenue. Considering this budget, there is no significant revenue provided to the Placer County Library from fundraising or from non-county government allocation of tax-based funds.

## **Operations**

Placer County Library has 50.43 FTE allocated staff positions in the FY 2019-20 budget to operate these geographically distributed facilities and support the operation of library service. As noted in the Methodology section starting on page 87, FY 2018-19 statistics are used in this section to more accurately reflect the business of the library, as those figures pre-date COVID-related closures and changes in service:

<b>Library</b>	<b>Staffing Allocation</b>	<b>FY 2018-2019 circulation<sup>7</sup></b>
Auburn	8.75 FTE	339,855
Colfax	4 FTE	69,182
Foresthill	2.25 FTE	27,703
Granite Bay	4 FTE	126,651
Rocklin	8.2 FTE	247,185
Tahoe Libraries	4.75 FTE for both locations	Kings Beach, 22,444 Tahoe City, 30,062
Administration	8 FTE	n/a
Materials Management Mobile Services	5 FTE	14,471 <sup>8</sup>
Systemwide Public Services	2 FTE	n/a
Applegate	No staff allocation	12,931
Penryn	No staff allocation	8,274

As of March 2022, there are currently 46 filled positions of the 50 budgeted.

The current library organization chart shows that the Library Director has three direct reports and an Executive Secretary:

- Administrative Fiscal Officer: responsible for fiscal and administrative support.
- Assistant Director of Library Services: responsible for the Auburn and Rocklin Libraries and Systemwide Public Service Division. Please note that the Auburn Library Manager, who reports to the Assistant Director, is also responsible for the Colfax Library. Similarly, the Rocklin Library Manager, who reports to the Assistant

<sup>7</sup> "California State Library Statistics Portal," 2018-19 Outlet Data,  
[https://ca.countingopinions.com/index.php?page\\_id=3](https://ca.countingopinions.com/index.php?page_id=3)

<sup>8</sup> Note: this number is not reflected in the 2018-2019 outlet data in the California State Library Statistics Portal and was provided by Placer County Library.

Director is responsible for Granite Bay Library and the Literacy Program. The Systemwide Public Service Manager, who reports to the Assistant Director, is responsible for Applegate, Foresthill and Penryn Libraries.

- Library Services Manager: responsible for Tahoe Libraries (Kings Beach and Tahoe City) and Materials Management Division, including Collection and Delivery and Mobile Service Program.

Lending of materials per capita in FY 2018-19 was 4.99. The statewide median is 4.58 per capita, showing that Placer County Library is on pace with other libraries in the state. The statewide average is 6.94 per capita, with Placer County Library 29% below that.

Placer County Library provided 1,628 programs in FY 2018-19. The statewide median is 810 per capita, with Placer County Library double the statewide median. The high level of programming is something to be celebrated. Attendance is likewise nearly double the statewide median, with 41,466 attendees. However, per capita attendance (.21 for Placer) is below the statewide median (.27), suggesting a strategic review should be undertaken to determine the return on investment for this work, particularly looking for programs that have few attendees. For these programs, the staff time necessary may be better directed elsewhere.

Placer County Library participates in California Research and Education Network (CalREN) high-speed broadband service sponsored by the California State Library. During the early 2020 COVID-19 closure, the Library began to convert the collection to Radio Frequency Identification (RFID) to facilitate automated materials handling. When this conversion is complete, Placer County Library will install an automated materials handling system in Rocklin to facilitate efficient utilization of materials and free up staff time to provide patron services.

Additional comparative data can be found in the table on page 26.

## Staffing

The greatest challenge to providing consistent, sustainable library service in Placer County is insufficient staffing. There are simply not enough staff members to physically provide the service that community members expect.

Placer's staffing at 0.25 per 1,000 puts it on par with underfunded libraries such as Yuba and Siskiyou counties, rather than highly-performing peers. Neighboring Lincoln Library also has a low staffing level. Placer's staffing rate per 1,000 population is 22% below the statewide median; staffing at the median rate would yield more than 14 additional staffing positions.

pre-COVID FY 2018-19		Placer	Peer Libraries				
		Placer County	Roseville	Lincoln	Yuba County	Nevada County	Napa County
Staffing	Staff FTE per 1,000 pop	0.2524	0.2807	0.1181	0.1155	0.6748	0.3624
		Case Study Libraries				State of California	
		Yolo County	Santa Clara County	Siskiyou County	Anythink, Adams County, CO	CA Median	CA Average
Staffing	Staff FTE per 1,000 pop	0.332	0.694	0.0897	0.33	0.3233	0.4649

## Current Staffing Challenges

Currently, the staffing model at Placer County Library would be best described as an "All Hands On Deck" approach just to get the doors open — and this with two locations still closed to the public. All staff, at all levels, have to focus on meeting this minimum of service, which comes at the expense of a position's primary responsibilities, including planning for services to the currently underserved, proactive planning, strategic management, and community engagement.

While "All Hands On Deck" may be accommodated in any organization on a rare basis, when it occurs on a regular basis it can seriously impede an organization's ability to function. There is no capacity to absorb small changes; even one staff member calling out sick can have a significant impact. COVID-19 closures, public health requirements, and lack of staffing capacity and back-up have exacerbated the situation in an organization already staffing-challenged. This is due to the lack of staff to fill behind positions.

Staffing challenges at the County's libraries are common. With minimum staffing requirements on the low end of need and a relatively small pool of staff, even planned leave coverage creates staffing disruptions and additional disruptions with unplanned or unexpected leave. Placer County Library frequently must move staff from one location or area of focus to another in order to meet minimum staffing standards. The Library often must pay staff to drive to other locations for library open hours coverage that occur for



unexpected absences and vacations. This ongoing problem is disruptive to workflow, impacts customers, and is frustrating to staff. Below-standard staffing also interferes with building resiliency within the organization; for example, it is difficult for staff members to plan to attend training when they may be called on for emergency coverage at short notice.

Prior to the challenges of COVID-19, Placer County Library faced significant staffing challenges. The size and geography of the library service area makes staffing all facilities challenging.

Staffing levels need regularity to provide for adequate coverage in any location so that if someone happens to be out, either planned or unexpectedly, there is not an immediate juggling of the day's staffing to ensure safe open hours. The service option to maintain services (see page 38) details a more robust model. All "back of house" or support staff are already cross-trained to be able to provide public-facing functions, and should be housed in facilities that allow them to be of assistance to the public. Additional staff presence in a building, even by employees whose roles are not principally public-facing, is critical for Placer County Library to shift from this reactive model of staffing branches.

Low minimum standards for staffing contribute to incidents that often include law enforcement interactions; more staff equates with more of a deterrent to such incidents. For example, in the years just prior to the COVID-19 outbreak, the Applegate Library was broken into twice with property damage. In addition, when it was staffed with only one employee, the money drawer was stolen while the employee was in the restroom. Patron mental health challenges, including incidents at the Kings Beach Library and the Colfax Library, have led to direct threats to staff and resultant staff unease. Finally, Granite Bay Library had an individual pull the bolted-down Friends of the Library donation box off of the wall and run out of the facility. Staffing levels that are not sufficient to address potential incidents impact staff safety and could impact patron safety as well.

It is important to note that, in December 2019, a library patron stabbed three other library patrons at the Auburn Library. After this incident, patron and staff security became an even higher priority for Placer County Library. Security challenges similar to this are not uncommon in public libraries. As a result of analysis completed after the stabbing incident, minimum staffing standards at all facilities were updated. As the largest and busiest locations, Auburn and Rocklin require minimum staffing of four, and all other locations require minimum staff of two.

It is difficult for Placer County Library to meet the expectations of patrons with low staffing numbers. Pre-COVID, Placer County Library, as is true for many libraries, saw more users in the buildings. In addition to the traditional activity of browsing and checking out materials, patrons utilize computers and Wi-Fi, with many patrons needing technical support from staff; programming; and Community Room rentals and study spaces. Ensuring access to library materials requires work not only during open hours to satisfy quick turnaround of delivery and holds fulfillment. Consistent, timely materials movement requires enough staff to process and move the materials. Finally, it is important to remember that the Library is a retail environment. Locations must be open, inviting, and have enough staff to serve, greet, and help the patrons and community with

enthusiasm so that community members will want to use library services. Each of these functions need to be adequately staffed.

Service innovations and efficiencies in the Strategic Plan recognized in regular annual planning processes (RFID, automated materials handling, pop-up libraries, mobile or roving reference and/or outreach) will free up staff time to provide patron services but will not address the on-going staffing challenges.

With extra funds allocated for personnel, as part of a hiring plan, Placer County Library, directed by County HR, could pledge a vision of diversity and inclusion during their hiring, onboarding, and retention processes, which would increase staff representation, particularly in locations that serve underrepresented groups. A multicultural, talented, and trained employee base gives library systems an essential advantage, facilitating a connection with the community. Employees with different lived experiences and perspectives bring innovation into the library. A diverse staff also ensures that library users are able to interact with the library, particularly in times of crisis, in their preferred language.

## **Current State of Facilities**

Placer County Library's facilities network includes nine public service outlets and some administration offices at the County Domes Campus (1,278 square feet of non-public space).

<b>PCL Public Service Outlets</b>	<b>Square Feet</b>	
Auburn Library	21,008 SF	Owned
Rocklin Library	16,600 SF	Leased
Granite Bay Library	10,240 SF	Owned
Colfax Library	3,600 SF	Owned
Tahoe City Library	3,288 SF	Owned
Foresthill Library	2,195 SF	Owned
Applegate Library	1,800 SF	Owned
Kings Beach Library	1,380 SF	Owned
Penryn Library	856 SF	Leased
<b>Placer County Library Total</b>	<b>60,967 SF</b>	

*Source: California State Library 2018-2019 data*

Accompanied by representatives of Placer County Library and the County's Capital Improvements Division, Group 4 Architecture, Research + Planning, Inc. toured six of Placer County Library's locations in December 2021 to observe current conditions. Common themes from these tours and related research are described below. More detailed observations about the locations that Group 4 toured are included in the *Placer County Library Facility Observation* report in Appendix B of this report.

### **Placer County Library's locations are welcoming and pleasant**

Each Placer County Library facility toured in December 2021 reflects the pride and professionalism of its staff and the care they have for the communities they serve. While the aesthetic of some of the older buildings may look a bit dated, they are clean and tidy inside and out. Staff are centrally located and easy for customers to find. During the tours the buildings appeared to be generally in good repair.

### **Auburn and Rocklin libraries support modern library service**

Placer County Library's two biggest branches, Rocklin and Auburn, both provide an overall good balance of space for people, programs, and physical collections; generous space for children and teens; a variety of places to sit, read, and work alone or with others; and a meeting room that can be used outside of normal library hours. They also have the space and potential to adapt and change over time to meet changing community needs. Both appear to be good investments for Placer County and should continue to support good library service into the future.

### **Kings Beach and Tahoe City lack space for people and programs**

The two Tahoe libraries hold a disproportionately large amount of Placer County Library's total collection compared to both the amount of space they have and the volume of materials they circulate. The collection's large footprint in both of these small branches is at the expense of space for people to read, work, and collaborate, especially in the tiny Kings Beach Library.

Staff report that more library programming is needed in the North Tahoe communities — particularly for the underserved Latinx, teen, and senior populations. There is also high community demand for affordable meeting space for gatherings and events. Yet neither of the Tahoe Libraries provides suitable indoor space for meetings and programs. Kings Beach has outdoor space that can be used for programs during pleasant weather, but the Tahoe City Library does not.

The current Kings Beach Library building is not serving the community adequately or equitably; it is simply too small to meet community needs and priorities. Placer County should look for an alternative Kings Beach location that provides space for people and programs as well as materials. Case study examples of alternative sites are discussed in the full *Placer County Library Facility Observation* report in Appendix B of this report.

### **Penryn and Applegate are delivering low return at a high cost**

Like the Tahoe Libraries, the Applegate and Penryn locations also hold a disproportionately large number of materials for both their size and volume of circulation. However, unlike at the Tahoe Libraries, demand for space at the Applegate and Penryn Libraries has been low for a long time. Pre-COVID, even the most creative and well-publicized library programs didn't attract much community interest; many customers simply wanted materials. Day-to-day foot traffic at Penryn was so low that it was hard to justify the expense of having more than one staff member in the facility. Although the County owns most of its library facilities, Placer County Library pays \$500/month (\$6,000 annually) for the Penryn Library lease.

The cost of maintaining and operating the Penryn and Applegate buildings (and the cost of leasing Penryn) seems high relative to the value they are providing. Placer County Library must be able find more cost-effective ways to provide access to physical materials for these communities.

### **Facilities Recommendations for Modern Library Spaces**

Highlights of the findings and recommendations of this study for Placer County Library's facilities include the following, which are discussed in more detail in the *Placer County Library Facility Observation* report in Appendix B of this report:

- The Rocklin and Auburn Libraries can support modern library service and appear to be worthy of continued investment.
- The current Kings Beach Library building is too small to meet the community's needs for modern library service. Developing expanded space and services at an appropriate alternate location within Kings Beach would better serve the community.
- The Tahoe City Library space is crowded with collection materials at the expense of space for people and programs. Both the County-owned Bechdolt Building and the County-owned Dollar Drive site could support improved and potentially expanded library space should the Tahoe City Library need to move out of its existing building.

- Placer County Library should evaluate less expensive strategies for delivering collection materials to the Applegate and Penryn communities rather than providing staffed branches.

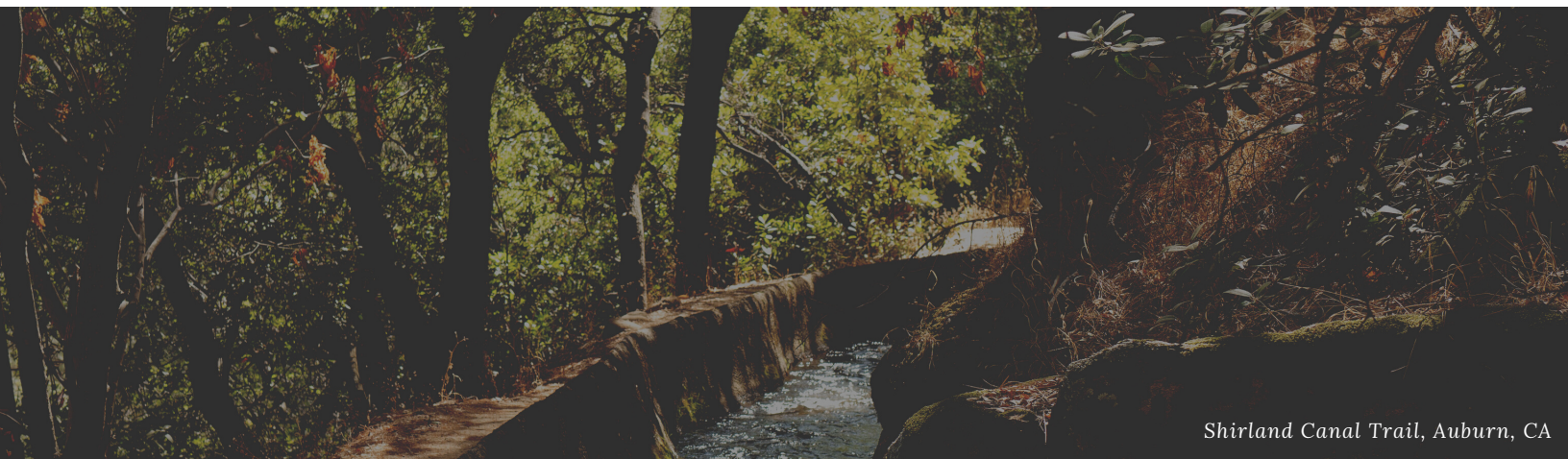
Additional study, such as a facilities master plan, would be needed to address some of the questions that this Library Services Study was not contracted to answer, such as the size, program, preferred development strategy, and project budget for a relocated Kings Beach and/or Tahoe City Library.



# COMPARING PCL WITH PEERS

While output measures such as circulation only reflect some aspects of the work of the library, these measures are helpful in placing library organizations in context with one another in terms of staffing and support. The following data is drawn from the California Public Library statistics, maintained by the California State Library. The data in the statistics, as described by the State Library, is "supplied directly by each of the public libraries of California through the Public Library Survey, administered annually by the California State Library (CSL) on behalf of the federal Institute of Museum and Library Services (IMLS)."

<b>FY 2018-19 Data</b>	<b>Placer County Library</b>	<b>Statewide Median</b>	<b>Statewide Average</b>
Library visits per capita	2.75	3.48	4.98
Collection per capita	1.16	2.89	6.2
Circulation per capita	4.99	4.58	6.94
Expenditures per capita	\$39.85	\$37.67	\$56.00
Program attendance per capita	0.21	0.27	0.43
Total programs	1,628	810	3,354



Throughout this report, when highlighting statistics related to the Placer County Library and other jurisdictions in California, the following protocol was used:

- Service population reflects the number certified in June 2021 by the California State Library;
- Budget numbers reflect the most recent, published data, in most cases fiscal year (FY) 2021-22. The differences in recent fiscal years for most libraries in California are minimal so that comparisons based on previous fiscal years are similar;
- Service statistics, such as the collection and circulation figures in the table above, are from the 2018-19 certified California State Library Statistics, representing the last full year of statistics that have not been impacted by service changes required by the COVID-19 pandemic. These statistics give a fuller picture of use and demand for an important selection of the Library's services.

When considering new investment in community libraries, service additions, changes in staffing models, etc., it is useful to compare one's home library with peer libraries. This comparison is not competitive, but informative. It can be useful to identify a highly-performing library in order to build services using a proven method. It is equally useful to identify libraries that are providing services below those of the home library in order to be assured that the home library does not fall below current service levels. Similarities in geography, budget, and services populations can also provide useful comparisons. The libraries chosen for comparative analysis include:

- Lincoln, for geographical proximity;
- Napa County, as a highly-performing county library;
- Nevada County, for geographical proximity and similarity as a county library;
- Roseville, for geographical proximity; and
- Yuba County, as an example of an underfunded county library.

*Please turn to the following page to view the full comparison table.*

pre-COVID FY 2018-19		Placer	Peer Libraries					Case Study Libraries				State of California	
		Placer County	Roseville	Lincoln	Yuba County	Nevada County	Napa County	Yolo County	Santa Clara County	Siskiyou County	Anythink, Adams County, CO	CA Median	CA Average
<b>Visits</b>	Service Area Population	201,884	139,643	48,277	77,916	98,904	134,646	162,289	444,567	44,584	399,594	81,992	215,736
	Visits per Open Hour	37.71	65.62	140.6	39.98	35.45	59.73	48.67	136.01	not collected	60.04	57.16	64.06
	Library visits per capita	2.75	2.97	4.59	0.75	3.38	3.64	4.19	7.53	not collected	2.61	3.48	4.98
<b>Staffing</b>	Staff FTE per 1,000 pop	0.2524	0.2807	0.1181	0.1155	0.6748	0.3624	0.332	0.694	0.0897	0.33	0.3233	0.4649
	Total staff FTE, FY19-20	50	32	6	9	34	54	49	332	4	132	25	126
<b>Borrowers</b>	% pop registered	47.27%	80.66%	30.49%	48.74%	44.87%	32.79%	40.21%	98.53%	24.48%	25.74%	58.32%	71.95%
<b>Collection</b>	Collection per capita	1.16	1.29	11.86	1.35	2.34	3.85	2.21	4.83	2.89	5.48	2.89	6.2
<b>Circulation</b>	Circulation per capita	4.99	8.23	4.96	0.97	8.3	8.34	9.16	22.48	4.73	5.41	4.58	6.57
<b>Expenditures</b>	Expenditures per capita	\$39.85	\$32.00	\$16.20	\$8.63	\$40.95	\$56.25	\$40.36	\$120.22	\$13.57	\$47.61	\$37.67	\$56.00
	% ops exp on staff	52.83%	58.87%	51.93%	45.66%	65.34%	69.15%	64.14%	66.63%	37.93%	44%	67.87%	66.66%
<b>Income</b>	Operating Income per Capita	\$39.95	\$32.00	\$17.33	\$9.17	\$51.33	\$79.91	\$48.89	\$137.13	\$21.00	\$50.23	\$38.54	\$58.51
<b>Programs</b>	Total programs	1,628	630	251	414	1,617	1,528	3,092	6,158	not collected	4,452	810	3,354
	Program attendance	41,466	23,153	9,678	4,997	16,688	31,811	74,682	239,456	not collected	82,270	21,370	57,655
	Program attendance per capita	0.21	0.17	0.20	0.06	0.17	0.24	0.46	0.54	not collected	0.21	0.27	0.43
<b>Facility &amp; Hours</b>	Square Footage per Capita	0.302	0.3889	0.8286	0.3209	0.378	0.3499	0.4646	0.6731	0.6785	0.3175	0.4549	0.6535
	Avg Hrs Open per Week per Outlet	28	40	30	28	30	40	38	47	23	42	40	41
	# of Service Points	9	3	1	1	6	4	7	10	12	8	3	6
<b>Technology</b>	# Internet Terminals per 1000 pop	0.317	0.709	0.7871	0.4107	0.9201	0.8244	0.7826	0.6388	1.4131	0.865	0.6285	0.9298

Legend	highest	higher than median	lower than median	lowest	raw data is not colorized
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Notes: 1) 2018-2019 data is used for this comparison as it reflects statistics before the advent of COVID-19. <https://www.library.ca.gov/services/to-libraries/statistics/>

2) Anythink Library data reflects calendar year 2019 reporting: <https://www.lrs.org/public/data/basic/>

3) Non-colored data cells are for raw data only. Color-coded cells represent percentate and per capita data, allowing for fair comparison.

4) Visits per Open Hour is impacted by number of facilities library system operates

In analyzing the table, several observations should be noted:

**Placer County Library's operating income, while just slightly above the California median, is far below the state average: nearly \$20 per capita annually.** Operating income is over \$10 per capita below neighbor Nevada County. **Investment on par with Nevada County would infuse \$2.3 million more into the library's budget.** Note that Nevada County Library has a  $\frac{1}{4}$  sales tax providing supplemental funding in addition to required Maintenance of Effort from the County General Fund.

		Placer	Peer Libraries				
		Placer County	Roseville	Lincoln	Yuba County	Nevada County	Napa County
Income	Operating Income per Capita	\$39.95	\$32.00	\$17.33	\$9.17	\$51.33	\$79.91
		Case Study Libraries					State of California
		Yolo County	Santa Clara County	Siskiyou County	Anythink, Adams County, CO	CA Median	CA Average
		\$48.89	\$137.13	\$21.00	\$50.23	\$38.54	\$58.51

**Placer has the lowest collection per capita rate in the comparison chart, yet its small locations are strangled by large underutilized collections** and the collection does not contain adequate materials in languages other than English.

		Placer	Peer Libraries				
		Placer County	Roseville	Lincoln	Yuba County	Nevada County	Napa County
Collection	Collection per capita	1.16	1.29	11.86	1.35	2.34	3.85
		Case Study Libraries				State of California	
		Yolo County	Santa Clara County	Siskiyou County	Anythink, Adams County, CO	CA Median	CA Average
		2.21	4.83	2.89		2.89	6.20

With 47% of county residents registered for a library card, there is a huge opportunity for growth. At the same time, this low number suggests engagement with the library is limited to certain portions of county residents, who tend to be more engaged with library administration than other users and traditional in their library use: typical “library superusers”.

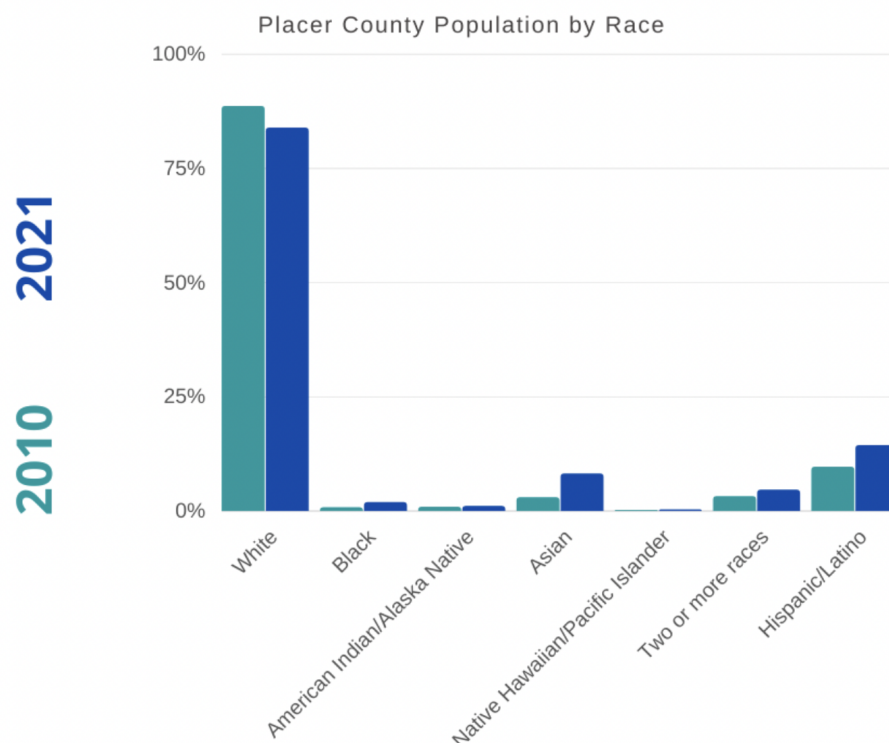
		Placer	Peer Libraries				
Borrowers	% pop registered	Placer County	Roseville	Lincoln	Yuba County	Nevada County	Napa County
		47.27%	80.66%	30.49%	48.74%	44.87%	32.79%

Case Study Libraries				State of California	
Yolo County	Santa Clara County	Siskiyou County	Anythink, Adams County, CO	CA Median	CA Average
40.21%	95.53%	24.48%	25.74%	58.32%	71.95%

For example, the profile of respondents to the 2019 Strategic Plan survey and participants in the Library Services Study engagements do not reflect the demographics of the County, as shown in the chart below with figures from the US Census Bureau.

**There is an opportunity to attract new residents and non-users who desire a variety of service options that reflect the diversity of the community** and recognizes the changing demographics of the county.





Although library users represent a minority of county residents, those patrons are heavy users of the collection, as seen by the circulation per capita of 4.99 being just slightly above the state median and as highlighted on page 26.

Circulation	Circulation per Capita	Placer	Peer Libraries				
		Placer County	Roseville	Lincoln	Yuba County	Nevada County	Napa County
		4.99	8.23	4.96	0.97	8.30	8.34

Case Study Libraries				State of California	
Yolo County	Santa Clara County	Siskiyou County	Anythink, Adams County, CO	CA Median	CA Average
9.16	22.48	4.73	5.48	4.58	6.57

Library users across engagement points request additional access to library collections and/or facilities, but **current funding places the Placer County Library at an average of 12 fewer open hours per week per outlet below the state median and 13 hours below the state average.**

Facility & Hours	Avg Hrs Open per Week per Outlet	Placer	Peer Libraries				
		Placer County	Roseville	Lincoln	Yuba County	Nevada County	Napa County
		28.00	40.00	30.00	28.00	30.00	40.00

Case Study Libraries				State of California	
Yolo County	Santa Clara County	Siskiyou County	Anythink, Adams County, CO	CA Median	CA Average
39.00	47.00	23.00	42.00	40.00	41.00

Analysis across data points show the Placer County Library needs facilities to accommodate modern library usage for library and community programming, including more seating and meeting space; staffing to reliably open doors to the public at the times that best serve communities; and technology that supports modern living needs and expectations, including self-service options that could help resolve access issues and improve library usage via visits.

While some peer libraries were chosen for their statistical similarity, others were chosen to reflect the functionality that Placer County Library would like to achieve, considering comparable populations and rural/urban spread. Other factors that should be considered when comparing libraries with each other are harder to capture on data charts. For example: the strength of their community relationships, which result in significant capital improvement and technology projects; General Fund contributions that consistently rise to maintain service levels; structural investments in funding, such as Community Facilities Districts (Mello-Roos) for special funding; and a perception of agility that, when paired with financial support, allows for innovation.



# PATHS TO SERVICE

*Middle Fork of the American River, near Auburn CA*

# OPTIMIZING LIBRARY SERVICES COUNTY-WIDE --- FOR A POST-COVID WORLD

Library services in Placer County cannot remain as they are, and pre-COVID services, unsustainable far before the pandemic, are not able to return: there are simply not enough staff members to provide the services community members expect, and the prior reach of services funded is inadequate to meet the disparate needs of a diverse and geographically challenging county.

Library stakeholders may chafe at the constraints placed on their libraries, but those constraints are real. Community members need to understand what it takes to meaningfully and sustainably provide equitable, responsive library service; simply because a building exists does not mean it can be opened for use, and increased use of volunteers is not a solution for a lack of staff.



Survey data from 2019 clearly shows that people in Placer County want access to books and other materials yet there is neither adequate space in existing facilities to house diverse collections, nor adequate budget to finance purchase of robust collections.

People also call for library hours that fit the pace of their busy lives, creating a need for evening and weekend hours when people are available to visit locations. Add these needs to the desire to offer modern library facilities and services across the County and it becomes clear that the Placer County Library system must purposefully choose a direction and plan — and invest — for the future.

Four clear paths forward for library services in Placer County emerged from study analysis:

1. **Maintain status quo.** We do not believe it is an option to continue library services as provided pre-pandemic. There is simply not enough staff to allow the Placer County Library to adequately provide service across the county within the current budget, even as currently described in this report with two locations closed; staffing from those locations has already been absorbed elsewhere in the system. Keeping the seven currently open locations staffed as they are would continue to put significant undue burden on staff and result in the continuous erosion of service.
2. **Keep up with inflation and modify services.** This means fund the Library at the current level with year-to-year increases that keep up with inflation. This financial structure means running the library with the dedicated property tax collected for providing library services with the County General Fund continuing to provide support. This path includes self-service options in Penryn, Applegate, Foresthill, and Tahoe City in acknowledgement of their small or substandard facilities and/or proximity to other library options. This takes into consideration that internal services costs and retiree obligations are covered by a distribution from the County's General Fund.

This path represents the library services Placer County can truly afford to provide at the current level of funding, if increases annually keep pace with inflation.

3. **Invest in current services to build a high-functioning county system.** Over the next several years, if the County can commit to continuous, incremental increases in funding, the Library can begin to close the gap between the services they are able to provide and the expectations the community has for the library.

Investment would fund more staffing, allowing for locations to be open seven days a week, and more outreach, continuing to expand the impact of and access to library services across the county. This path includes self-service options in Penryn, Applegate, Foresthill, and Tahoe City in acknowledgement of their small or substandard facilities, or proximity to other library options or budget constraints.

Each service should be judged against “the highest and best use;” ensuring responsible use of funds, consistent and equitable access to service, and sustainable service and funding choices. This path forward ensures equity, efficiency, and consistency where it is most valuable, and consolidates structures, processes, or relationships that dilute the strength and message of the Library while supporting and celebrating locally-responsive library service.

4. **Fully fund the Placer County Library.** In this option, all current locations remain open and staffed, including a new, larger location in Kings Beach and a smaller location in Tahoe City. This path assumes a major financial, governance and operations transformation for the Library.

For this final path, there are multiple potential options for increased funding, including an increase in the General Fund contribution, moving to a local/county partnership-based model, commonly referred to as a “federated model,” where individual cities and communities contribute to the Library directly; and creating an independent taxing district for library services. Additional information on a local/county partnership model and the independent taxing district can be found on pages 57 and 63, respectively.

Additional context may be found in two overview reports in the appendices; Considering County-Wide Library Services Options, Appendix C, shares an overview and analysis of Placer County Library's last community survey, held as part of the Library's strategic planning process, and in Appendix D, The Possibilities of Public Libraries, a brief overview of changing service expectations for libraries.

If the number of current library locations are to remain open, ensuring patron access while also keeping in mind the staffing limitations, there will need to be:

- a reconceptualization of the services and staffing at select locations;
- a reconfiguration of the location structure to increase hours at select locations; and
- an influx of additional staffing to increase hours at these locations, which requires an influx of funding.

All paths represent a significant change in direction for the Placer County Library, as the current structure is not sustainable. Challenges that existed prior to early 2020 have been exacerbated, but not created, by the ensuing COVID-19 pandemic. The predominant national pattern for libraries and other industries during the pandemic is that some innovations and ways of doing business may remain, even when social distancing and other public health measures will no longer be necessary.



While the ending of the pandemic may provide for a return to some pre-pandemic practices and ad-hoc models of service delivery, the public will likely want to continue some of these innovations. For instance, self-serve and contactless pickup are becoming norms in how people access all manner of goods, from food and groceries to books and clothing. Placer County Library will need to think through the implications of the pandemic for its next model of service.

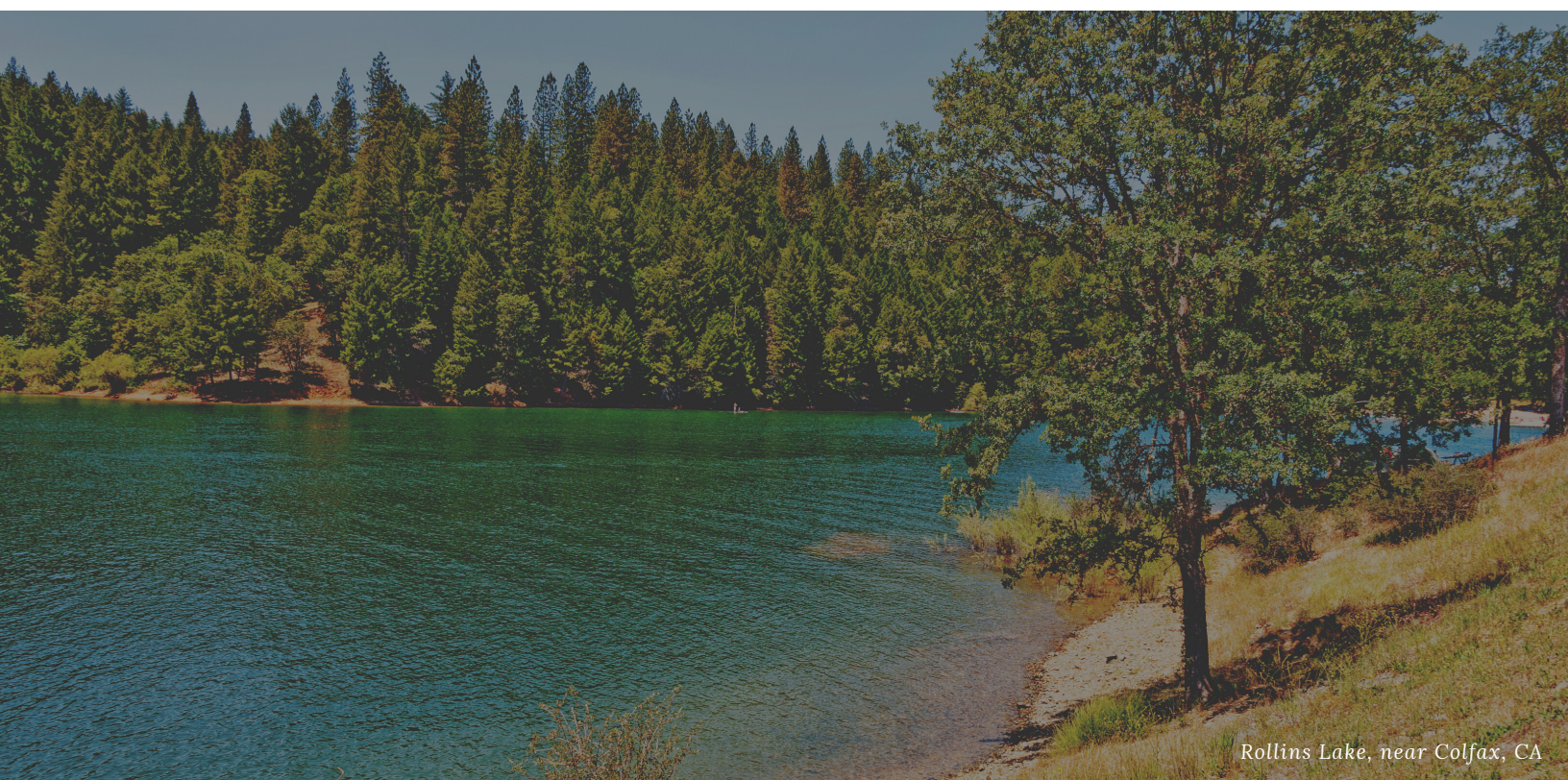
# MAINTAINING STATUS QUO

Maintaining the status quo is the default path, meaning funding and the delivery of service continue to function on the current model, including the continued closure of the Penryn and Applegate branches.

Based on the last three years' budgets, total library revenues are projected to

rise 2.9% annually, based on year-over-year increases from 2019—2021.

**The challenge with a status-quo approach is that rising costs will fundamentally outstrip revenue increases because major portions of the budget have costs that rise more than 2.9% annually.**

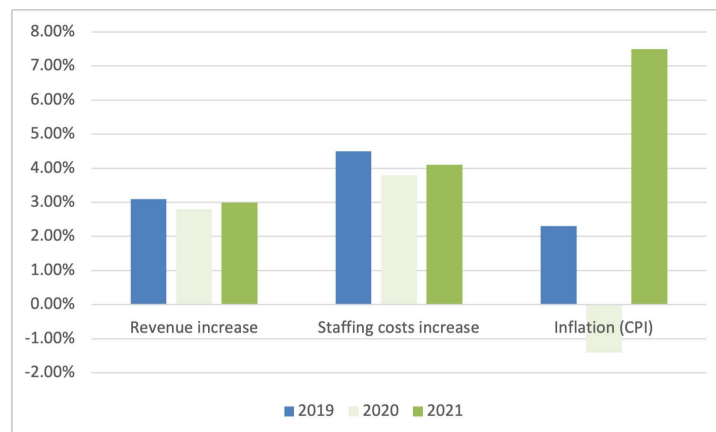


Staffing costs, at typically 62% of the budget, are a good example. These costs from 2019-2021 have on average increased 4.1% annually. Looking ahead, the usual annual increases in staffing costs absorb most of the total annual revenue increase because they don't increase at the same rate. Using just the 2022 year-end budget, these are the projections if the status quo were maintained.

2.9% total projected total revenue increase	\$250,948
4.1% projected staffing cost increase	\$222,505

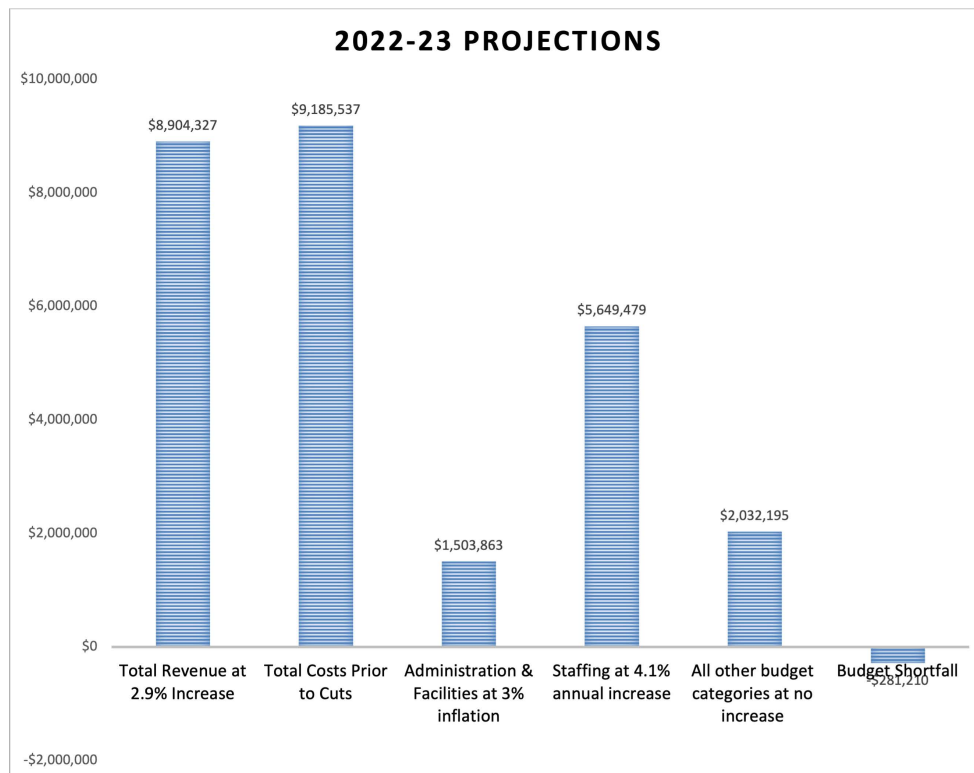
At this rate, the staffing cost increase leaves just \$28,443 to cover increases across the entire rest of the budget. If staffing levels are maintained, this will lead to a cost containment approach to budgeting. Inflation increases to some costs (e.g., utilities) will force cuts in other more fungible budget lines, such as collections, content, technology and programs.

A review of the Consumer Price Index (CPI) data for the years 2019-2021 shows an overall CPI inflationary increase of about 8% during this time period. This suggests that just to keep up with Administrative and Facilities costs, they need to be increased to keep up with inflation.



As an example, calculating an 8% increase for just these two cost areas, which represent 18% of the budget, equals \$116,805. This is 52% of the entire typical annual revenue increase. In about 2 years' time, if staffing levels were simply *maintained*, the entire \$537,428 budget for new content might need to be defunded to balance the budget.

The chart labeled 2022-23 Projections shows a projection of this shortfall to illustrate this point. The inflationary increase is 3% in Administration & Facilities. The staffing cost increase of 4.1% is based on Placer's past trends. Everything else in the budget has been flat-funded. The deficit is \$281,210. In this projected year, where inflation is optimistically less than the first quarter of 2022, there are still major cuts that would need to be made to balance the budget.



This broad view of annual increases shows that the status quo will task library leadership *each year* with making decisions about how to balance the budget. Cuts to staffing, materials, and other programmatic elements are inevitable.

**These trends will lead to a gradual contraction of the Placer County Library.**

Considering just the sums discussed here and not the full budget, in three years balancing the budget will mean taking some form of the following types of measures:

- The likely closure of a third location (in addition to Penryn and Applegate); or
- Major reductions to materials budget; or,
- Defunding of the programming budget.

Continuing to underfund Placer County Library moves the future of the system closer to that seen in Siskiyou County, which shares similar challenges: service with low staff numbers across a large service area with mountainous geography. Siskiyou's locations are *only* able to remain open through significant volunteer effort and a network of individual Memoranda of Understanding (MOU), outlining county and community responsibilities for facilities, staffing, collections, technology, and support services. This helps keep locations across the county open an average of 23 hours a week. For more information on Siskiyou County, please see the case study in Appendix E1 of this report.

**It must be emphasized: a continued revenue/expenditure imbalance for Placer County Library will yield an incremental dismantling of the system as it is known today.**



# KEEP UP WITH INFLATION

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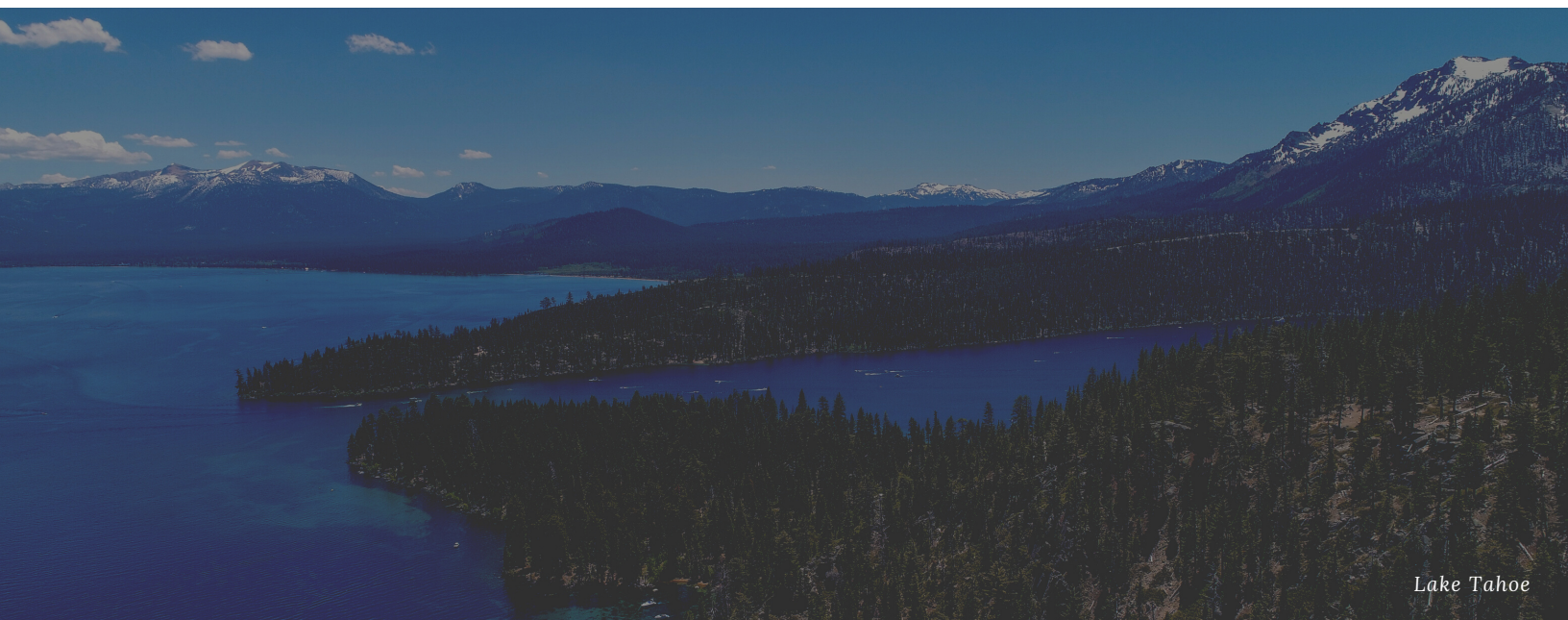
## AND MODIFY SERVICES

**Funding the library at the current level means running Placer County Library relying on only the dedicated property tax.**

Because the library's distribution from the County general fund does not fund direct public service, instead funding overhead and historical retirement responsibilities, the overall library budget can be deceptive. Placer County Library has an effective budget of \$6.8 million.

**This path forward is the one Placer County Library can financially sustain without major increases to or decreases from its revenue stream.**

This is the default position without major fiscal intervention. **While this option assumes a status quo for funding, it does not assume a status quo for the delivery of services.**



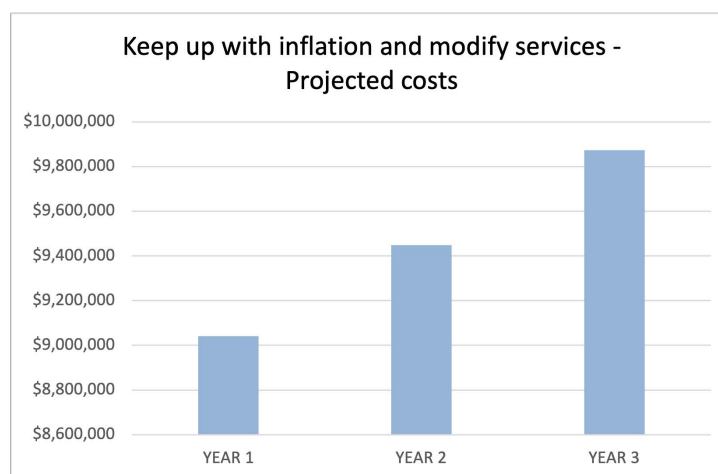
### **An Overview: Keep up with inflation and modify services**

The option for service provided by this path represents the library services Placer County can afford to provide at the current level of funding, as it provides sustainable library services without major increases or decreases to revenue. If additional revenue is not available for the library, steps should be taken immediately to bring the system closer to the structure described in this option. Doing so includes:

- **Moving Auburn, Colfax, Granite Bay, Kings Beach, and Rocklin to 50-hour-a-week service, ensuring weekend and evening hours;**
- **Transitioning Applegate, Foresthill, Penryn, and Tahoe City to a self-service model,** which may or may not require physical library space;
- **Tripling support for mobile services,** ensuring the Library has reach throughout the county and acting as a potential first step for a collaboration with Nevada County (see more on page 67);
- Supporting the review and reshaping of the collection, bringing **collection spending closer to the 10% target.**

This option ensures more consistent, equitable, and sustainable service, as it right-sizes services to better align with the funds available for direct-to-patron services. Increased FTE assigned to staffed locations provides not only access to more hours, to welcome in more patrons, but ensures more padding in the staffing schedule — moving away from the minimal staffing levels the Library has had to operate with.

The main benefit of this option is financial, keeping the Library within its current and projected budgets, and also maintains the governance status: both can be easily explained and understood, as they reflect current understanding. While only fully funding the Library (page 56) would allow for all locations to remain open, this option, as with maintaining the status quo and taking steps to invest in the system, requires transitioning service models at several locations, which may be challenging for those communities. There is also very little opportunity for growth in services.





### **In Depth: Keep up with inflation and modify services**

This path forward describes a Placer County Library with five staffed locations, each of which will have more robust hours in response to current community desires. This will increase accessibility for working residents as well as families that may need evening and weekend hours. The potential is that the Library as a whole will be better positioned to improve the lives of patrons young and old since extended hours increase access to tools not available at home.

Keeping up with inflation means funding the Library with year-to-year increases that are proportionate to increases in costs. In terms of the financial structure, it is running the Library with the dedicated property tax collected for providing library services, and the County General Fund continuing to provide support. This takes into consideration that internal services costs and retiree obligations are covered by a distribution from the County's General Fund.

Funding the library this way means that Placer County Library will consolidate staffed services to the locations of Auburn, Colfax, Granite Bay, Kings Beach and Rocklin. Applegate, Foresthill, Penryn and Tahoe City will all shift to self-service models. The capital investment for these self-service models will vary depending on what form of self-service is offered. Options range from:

- Installing a service, such as Bibliotheca's Open+<sup>9</sup>, to allow for individually-moderated access to a current facility, similar to how one might enter an in-bank or in-lobby ATM using your debit card after bank hours, allowing for access to checkout and returns, displays, seating, Wi-Fi, and computer access;
- Large-capacity book vending machines, similar to D-Tech's lendIT book vending machine<sup>10</sup>.
- Pick up lockers, similar to those being installed in retail spaces such as Home Depot, Lowe's, and Target, or by Amazon.

Minimum investment in moving facilities to a self-service model is estimated at \$200,000, including the materials and labor needed to install locker-style pickup along with a materials return bin.

Even with self-service and unstaffed locations, Placer County Library will maintain a reach into the community with physical print and media content, along with lendable technology, such as hotspots, Chromebooks pre-loaded with content, laptops, etc. In addition, by strengthening its mobile services as an outreach initiative, Placer County Library will function more nimbly in bringing collections or programs that match the needs of its diverse residents, meeting them where and when access to walk-in service is a barrier. Placer County Library should look to transfer or hire diverse personnel who reflect these communities, thus establishing representation among people of color within Placer County.

<sup>9</sup> Extended Access, Bibliotheca, <https://www.bibliotheca.com/solutions/extended-access/>.

<sup>10</sup> "Vending and Lending." D-Tech International, [d-techinternational.com/products/vending/](https://d-techinternational.com/products/vending/).  
<https://d-techinternational.com/products/vending/>

In this path, access to library materials in Tahoe City would shift to a self-service model (e.g., lockers, vending machines). Programming, which the current Tahoe City Library has limited capacity to support (*Placer County Library Facility Observation* report in Appendix B page B17 of this report) would be provided through mobile services or at another site. . Unstaffed spaces that can be accessed with the swipe of a library card is another opportunity that Placer County Library could explore in Tahoe City.

As discussed in the *Placer County Library Facility Observation* report in Appendix B, page B17 of this report, the current Kings Beach Library facility is too small to support robust, diverse programs and services to the community. A larger Kings Beach Library facility — including appropriate meeting and program space — would be needed to support 50 hours of in-branch service per week as well as to complement the self-service strategies in Tahoe City.

Placer County Library has previously worked with other consultants to envision a renovation of the Auburn Library to modernize service and support expanded programs, meetings, and collaboration spaces. These upgrades will further support the Auburn Library's appeal and role as a destination for extended-hours service.

In this path forward, the major impacts that will be seen by the public are:

- **Placer County Library will reduce from nine fully staffed locations to five, each of which will have more robust hours in response to current community desires, averaging 50 open hours per week.** Self-check equipment at each of these five locations will free staff for more impactful patron interaction than circulation processes.
- **Placer County Library will provide the community with physical print and media content through both staffed and self-service outlets.** Library leadership and stakeholders will utilize community use metrics and community input to determine the location of self-service outlets.
- **Placer County Library will increase its efforts to operate outside of the library walls by tripling the staffing of its Mobile Services,** transforming these into mobile outreach libraries that also provide access to technology and programs.
- Regardless of the size of the collection budget, **Placer County Library will re-shape its collections so that they are a reflection of what is currently being used and sought after by the community.** Increasing the Library's investment in a world languages collection is a first step in this re-shaping. It should be noted that this option brings the current collection budget closer in line to the industry goal of 10% of the budget being spent on the collection, but is still approximately \$150,000 short of the goal.

The current Placer County Library FY 2021-22 budget is \$8.65 million<sup>11</sup>. This includes the funds raised across the County by the dedicated property tax, totaling \$6.8 million, and a current contribution of \$1.8 million from the County General Fund.

The Library's presentation of its budget within the County Budget does not break out its expenditures in a way that lends itself to modeling exactly the funding structure of this option. What follows is a budget that reconstructs these costs in a way that provides clarity at the operational level, which is needed to support an analysis of staff redeployment. The full budget reconstruction can be found in Appendix A of this report.

This path forward is the most affordable while still reducing but not eliminating burden on staff and increasing access to library services across the County through a variety of methods not solely limited to traditional in-person staffed library visits.

### **Operational and Financial Analysis: Redeployment of staff is key**

The budget for Placer County Library will in effect remain fairly flat in this scenario. The General Fund contribution is capped at its current level and the property tax in the county overall is anticipated to grow at 4.5% in FY 2021-22<sup>12</sup>. This growth rate may not apply to Placer County Library as it does not serve the entire County; the strong increased assessed valuation in Roseville, which Placer County Library does not serve, could result in a lower growth rate for Placer County Library. Outside of these regional factors, nationwide inflation may in effect flatten any percentage increase to the Library's revenue stream, as highlighted in the Maintain Status Quo path forward on page 35.

The part of the budget (see Appendix A) to look at closely to consider options for changes to Placer County Library within this financial reality is the Salaries and Wages subtotal, which supports staffing at a level of 44.76 FTE (full-time equivalent). 30.76 FTE of staffing is currently available for 9 locations plus one mobile unit. If we assume two persons run mobile services, that leaves on average less than 2 FTEs per location. This math — three full-time positions per location, on average — cannot adequately meet this need, and for some locations, this level also does not meet minimum staffing requirements.<sup>13</sup>

Three FTEs per location is also not enough to provide the morning, afternoon, and evening hours the public wants. Considering the community input for library access in the evenings and on weekends, any staffed location in this scenario should be open 50 hours per week on average, reflecting a commitment to accessibility.

A 50-hour per week schedule would allow for locations to be open to the public six days a week, with three days of eight hours service, two days of ten hours service and a weekend day of six hours service.

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<sup>11</sup> 2021-2022 Adopted Budget. Placer County.

<sup>12</sup> "Placer County Budget in Brief Placer County, CA", <https://www.placer.ca.gov/6285/Budget-in-Brief#:~:text=Placer%20County's%20Economic%20Outlook&text=Property%20tax%2C%20the%20county's%20largest,22%2C%20continuing%20an%20upward%20trend>

<sup>13</sup> Placer County Library. Staffing Model Needs Requirements. Appendix F to this report.

For instance, a basic schedule could look like this:

<b>Monday</b> 10am to 8pm	<b>Thursday</b> 10am to 8pm
<b>Tuesday</b> 10am to 6pm	<b>Friday</b> 10am to 6pm
<b>Wednesday</b> 10am to 6pm	<b>Saturday</b> 10am to 4pm

These hours would be consistent across all open locations, though the evening hours could be different in Rocklin and Auburn to provide access to the library four nights a week.

Analysis suggests that with current funding, Placer County Library can afford to operate the five branches with the most utilization and geographic distribution: Auburn, Colfax, Granite Bay, Kings Beach, and Rocklin. When current minimum staffing standards, established by Placer County Library for staff and public safety, are applied to a 50-hour-week model, a total of 14 FTEs are required for every hour the library is open. Minimum number of staff per location are:

<b>Library</b>	<b>Staff FTE</b>	<b>Staff Hours Per Week</b>
Auburn	4	200
Colfax	2	100
Granite Bay	2	100
Kings Beach	2	100
Rocklin	4	200

For each of these locations to strengthen access to services across the community, they need to be open, on average, 50 hours per week. This staffing allocation represents the lowest minimum standards for safety and for opening the doors of the library; this model should not be carried forward into the future as the standard staffing model. A rough model that doesn't account for breaks and shift changes means that fully staffing robust open-door access requires at least 700 hours per week.

Placer County Library has 30.76 FTEs to staff its locations, and at 40 hours/week this is equivalent to 1,230 hours of staff time. This consolidation of staffed locations with a simultaneous change in open hours nets the Library a total of 530 staff hours, or 13.25 FTE. Library leadership could work with community stakeholders to make strategic service decisions that maximize the redeployment of these staff members.

For instance, a new model of staffing might:

- Assign each location additional FTE above the minimum required for operations during all open hours in support of public access to technology, community programming, and community outreach.
- Additional FTE would also serve as back-up for minimum staffing levels should staffing levels drop due to illness, vacation, or vacancies. This investment is crucial to ensure that Placer County Library does not return to operating staffing at the minimal levels as described on page 36. The chart below highlights suggested public service staff levels that are higher than the current minimum levels:

<b>Library</b>	<b>Staff FTE</b>	<b>Staff Hours Per Week</b>
Auburn	5	250
Colfax	2.5	125
Granite Bay	2.5	125
Kings Beach	4.25	210
Rocklin	5	250

- Assign 2 FTE to manage self-service access to content at unstaffed library locations that may be in Applegate, Foresthill, Penryn, and Tahoe City — or in locations that leadership and stakeholders decide, with community input, are optimal. These unstaffed destinations would provide for pickup and dropoff of library materials. The FTE positions supporting them would work in tandem with existing staff who handle delivery among the locations. (Staffing allocation to service a Tahoe City self-service location is assigned to Kings Beach in the list above.)
- Assign 3 FTE positions in support of mobile services that also provide access to technology and provide outreach programming, especially in hard-to-reach and/or underserved communities.

The reallocation of staffing will provide for additional savings that can be realized, because other locations will be self-service. For instance, it is expected that:

- Transportation and Travel (\$78,433) will drop in cost because staff are not being paid to travel from one library to another to meet minimum staffing standards.
- Building Maintenance (\$1,054,680) will drop in cost because the Library is supporting 4 fewer walk-in locations. Even if the drop in cost is a modest 20%, that will net Placer County Library \$231,000 in one year. This would provide a pathway to capital expenditures that, with planning, could expand mobile service and offerings and also help with continued efforts to strengthen fully-staffed facilities.

In recognition of collection access as the main driver of library usage, self-service locations could be replaced with or supplemented by the addition of holds pickup lockers, automated book vending machines (indoor and/or outdoor), and/or RFID-enabled material return boxes in additional community locations, all represented in suggestions from community members through study engagement.

Even with maintaining the current financial resources available to Placer County Library on an annual basis, shifting to this model would provide for some funding in an otherwise very tight budget for the expenditures necessary to effect these changes.

### **Need for continued community engagement**

As this path forward requires significant transition in staffed locations, the County must be thoughtful if implementing this option.

As noted in the 2015-2016 Grand Jury Report findings with the similar situation around the closure of Loomis and Meadow Vista, there was the perception that there was inadequate public input regarding the decision. While the County and Board of Supervisors disagreed with the finding, providing a detailed history of public discussion and engagement on the status of the Library budget and potential location closures, any changes in service models or locations would be well-served by community discussions as has been done in the past.

### **Governance analysis — stakeholder engagement needed**

This option represents the least impact to governance, as the current governance structure as a county library with a dedicated tax base governed by the Board of Supervisors and supported by the Library Advisory Board remains in place.

There will need to be some transition in focus for Friends groups as locations move to self-service models. To elicit and retain the support of these groups, County and Library leadership should work with local stakeholders to provide education and context for the changes. In doing this, supporters in these locations should be apprised of the positive impact to the local community in specific terms that relate to the overall functioning of Placer County Library. This relational work will likely involve significant face-to-face time to educate, hear concerns about changes and to address them. Proactive communication will be critical so that Placer County Library is not in a reactive stance as it tries to move the organization forward.

### **Impact on Facilities and Access**

Constructive Disruption proposes the consolidation of the two Tahoe Basin libraries into one fully staffed location and one self-service location. Kings Beach would be the logical location for the fully-staffed location, given that its less affluent, more diverse population has a particularly high need for library programs and space that is not being met by the current Kings Beach Library.



A fully-staffed location with more robust hours in the Kings Beach community would support deeper engagement and impact across library user groups. Expanded Mobile Services and new self-service materials access points in community locations would supplement services in the location.

## STEADY, CONSISTENT INVESTMENT

**A high-functioning system is one well-positioned to provide consistent, equitable, efficient, and sustainable service across a service area.** Placer County Library is hampered in its current structure to fully realize the benefits of coordinated county service, as the library is forced to contend with existing processes or agreements better suited to a distributed, rather than coordinated model, notably the disparate Friends groups.

With appropriate funding, a high-functioning county system ensures consistent access to library services, with open hours and scheduled programming cascading across a service area or portion of a service area in alignment with how community members move across that area.

Staff at locations are able to better meet the unique needs of their location due to an efficiency of service at a system level.



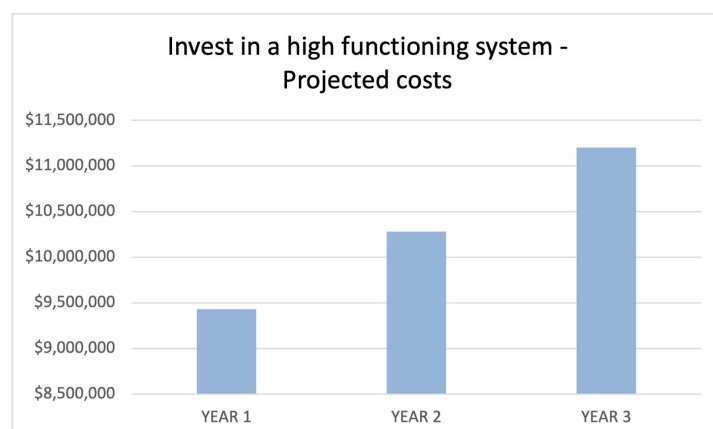
### **An Overview: Steady, consistent investment in current services to build towards a high-functioning county system**

This path represents the best-use path forward for Placer County. Over a period of years (six is proposed in this study report), the County would continuously invest funds in the Library system, ensuring a more highly-functioning system. This would include:

- **Five fully staffed locations open 7 days a week**, including several nights a week;
- **Staffing that accounts for regular absences**, ensuring staff do not have to be pulled from other duties to open or staff a library;
- **Expanded programming for children and adults**;
- **More content for the public**, with an increased materials budget in proportion to the scale of overall Library operations in order to reach the 10% target;
- **A system-level, more fully staffed approach to outreach services**;
- **Deploying resources at community level locations in ways that are carefully tailored to best serve local needs and are efficient on a system-wide level**
- **Funding on par with Nevada County**, allowing Placer County to come to the table at parity for any collaborative endeavors between the two library systems.

This option describes a system that has the needs of funders, community members, and staff in mind, funding an organization that is resilient and financially sustainable. This is partially achieved through the provision of service through staffed and self-service locations; in this model, Applegate, Penryn, Foresthill, and Tahoe City remain self-service locations, as the investment to bring staffing levels up to a sustainable level across additional facilities is substantial.

Community members can expect open locations with consistent service, reliable access to materials and programming, whether in traditionally staffed locations, self-service locations, or outreach events and programming. As with the previous option, the continuation of the current governance structure helps the organization be easily explained and understood, with various options (see page 53) for additional funding; this additional funding may be hard to achieve, especially if voter approval is required. The community benefits from enhanced library services with additional investment.



### **In Depth: Steady, consistent investment in current services to build towards a high-functioning county system**

A strong county-level system has far greater potential for an economy of scale than there is with independent — or independently-minded — libraries that would need to replicate internal workflows, processes, and efforts necessary to maintain and nurture services.

What does this investment in service look like? As mentioned in the overview:

- Five locations open seven days a week and several nights a week.
- Staffing that accounts for regular absences.
- Expanded programming for children and adults.
- More content for the public, with a materials budget that is increased in proportion to the scale of overall library operations.
- A system-level, fuller staffed approach to outreach services.

A high-level, strategic, county-wide focus on access to library service across the County will develop a more inclusive library. A true high-functioning county system has the greatest potential to support broadly a consistent level of library service to all county residents. A strong county-based system is better positioned to deploy resources at community level locations in a way that is carefully tailored to best serve local needs, at the same time the very nature of a strong county system makes those resources available to people beyond that localized setting.

Policies and procedures ensure decisions best made at a system level are done at a system level, while staff have the resources needed to make meaningful local decisions. Patrons should receive consistent service when interacting with the library, regardless of whether it is in the community at an outreach activity, in a location, or online.

With nearly a third of its staffing in non-public service roles, a move to a high-functioning county system would ideally require a staffing review and restructure, strategically reallocating some duties and staff currently serving in support roles to public service roles. This not only ensures a deeper “bench” for staffing, but also supports efforts to ensure elements of the library’s work are reflective of the unique communities they serve. Programming goals or resources developed at a system level will best support location staff in investing their time in programs of local interest, or could stabilize consistency in program offerings. System-level work means that program staff at the local branch level can focus more on implementation and less on planning and conceptualizing programs.

### Operational Analysis with Budgetary Implications

A high functioning system with this staffing structure would depend on 4.5% annual increases to the Library funding just to keep up with inflation. In addition, increases for the following would be needed:

- Nine additional staff for seven day/week service \$900,000
- Ten additional staff (two per location) for programming \$1,000,000
- Expanded funding for materials \$427,774
- Capital improvements for pick-up lockers at self-serve stops \$200,000

Securing this funding would take time and planning, as the total required is \$2,527,774. If \$421,295 were added annually to the budget each year for six years, this would result in the needed funding increase, which is a total increase of 9%.

An overall increase of \$2.5 million to the Library's budget would put Placer County on par with the spending of neighboring Nevada County.

Staffing for more hours. Placer County Library would need to increase its staffing to support a high-functioning county system. A model of hours for this system provides 7 day/week service, with libraries regularly open evenings. The chart below provides a model of expanded hours for public access, with each outlet being open 56 hours weekly.

<b>Monday</b> 10am to 8pm	<b>Thursday</b> 10am to 6pm
<b>Tuesday</b> 10am to 8pm	<b>Friday</b> 10am to 6pm
<b>Wednesday</b> 10am to 8pm	<b>Saturday</b> 10am to 4pm
	<b>Sunday</b> 1pm to 5pm



Staffing levels would need to be increased to cover the open hours referenced on the previous page. The overall increase just to cover hours would require a 37% increase in staffing from the minimum staffing levels used at the current funding level. This level of staffing is to keep buildings open and accessible and out of a scarcity approach to maintaining hours. Staffing allocation per location might look something like:

*Baseline staffing*

<b>Library</b>	<b>Staff FTE</b>	<b>Staff Hours Per Week</b>
Auburn	7	280
Colfax	3.5	140
Granite Bay	3.5	140
Kings Beach	5.7	228
Rocklin	7	280

Staffing for robust services. Staffing for open hours is the baseline in a high-functioning system. Additional staff are needed to implement programs and other support. In a high-functioning system, each location is staffed in support of a full profile of programming for both children and adults.. This suggests that ten (10) additional staff be placed for program implementation.

*Branch-level staffing for a high-functioning system*

<b>Library</b>	<b>Staff FTE</b>	<b>Staff Hours Per Week</b>
Auburn	9	320
Colfax	5.5	220
Granite Bay	5.5	220
Kings Beach	5.7	308
Rocklin	9	320

Staffing for self-service at Applegate, Foresthill, Penryn & Tahoe City. In order to be seen as viable access-points for pick-up of library materials, the Library should assign 2 FTE positions to support self-service access to content at unstaffed library locations that may be in Applegate, Foresthill and Penryn. For Tahoe City, Kings Beach staff will support that self-service location. Staff supporting self-service locations will work in tandem with existing staff who handle delivery among the locations.



Staffing for outreach. As previously outlined, the Library would assign 3 FTE positions in support of mobile services; through this service, the Library can provide access to technology and provide programming, especially in hard-to-reach and/or underserved communities.

Budgeting for robust content. In the 2021-22 budget, funds for materials are 6% of the total budget, at \$537,428. To reach a 10% benchmark in a high functioning system, funds for content would need to be increased by \$327,774. If the staff increases proposed in this model are taken into consideration, this amount is \$427,774, an 80% increase. Additional staff may be required to support the purchasing and processing of a larger materials budget.

Budgeting for facilities improvements. As mentioned on page 40, the capital investment for self-service models will vary depending on what form of self-service is offered, with options ranging from individually-moderated access to current facilities, large-capacity book vending machines, and/or pickup lockers.

Minimum investment in moving facilities to a self-service model is estimated at \$200,000, including the materials and labor, if the model of locker-style pickup along with a materials return bin is chosen for all self-service locations.

### **Community & Stakeholder Engagement**

In the January 2022 engagement sessions, it was clear that library stakeholders, including the Friends, understand additional funding and support is necessary for the Placer County Library to excel. Likewise, these stakeholders understand political will is necessary to advocate for and receive this support. Their loyalty to their specific location, which is understandable, can be a barrier in creating a unified voice for library system progress and enhancements.

While Constructive Disruption has been given a strong impression that these Friends groups are loyal and vocal, it is unclear what financial stake they have in the fiscal vitality of Placer County Library overall, as the published Library budget shows a donations line of less than \$25,000. It was difficult to obtain financial information on the various Friends groups for the purposes of this report. The best estimate that could be provided to Constructive Disruption, as of February 2022, is that the various Friends groups hold upwards of \$335,000 in their accounts.

Kings Beach Friends of the Library funds are invested in the Tahoe-Truckee Community Foundation, a well-respected local foundation that will likely help bring a higher return on investment for the Friends while also supporting the local community and ensuring Placer County Library is part of a network of local giving. This type of investment is not unusual; community foundations are often a vehicle to hold unencumbered funds and/or endowments, rather than the organization taking that fiscal responsibility itself. The Library Fund held at the Placer Community Foundation is serving a similar role and could be expanded.

Stakeholders are hopeful that, as a result of this analysis, County leadership will view the Library as a service department, and not a revenue-generating department, recognizing that there “is no higher call to service” in the County and such a service is worth investment.

As part of a more rigorous financial review with access to more detailed budgetary figures, it would behoove the County to consider where the Library places in the ranking of County services. Typically, in a municipal setting, the library facilities will receive significantly more visits than parks facilities, yet Parks will be much better funded. A per-capita or per-staff-person analysis across departments would likely highlight stark discrepancies in investment. Both external equity — Placer County Library in comparison to other libraries, as highlighted in this report — and internal equity - the libraries in comparison to other county departments — are crucial to a sustainable and responsive governmental service organization.

### **Additional Financial and Operational Insights**

Although 22 California county libraries are funded totally from their county general fund, for the purposes of this report, we are comparing Placer County Library with other libraries with dedicated tax bases.

As noted previously, 23 counties imposed a separate property tax for libraries prior to voter approval of Proposition 13 in 1978. Post-Proposition 13, these libraries initially received the same percentage of the 1% property tax rate as they received prior to 1978. However, these percentages were further reduced by the State when it established the “Educational Revenue Augmentation Fund” (“ERAF”) in 1992, which shifts a portion of city, county, and special district property taxes, including County dedicated property tax, such as library property taxes, to schools. The property tax rate still generates revenues, which are dedicated to county library services.

There are additional methods to provide revenue streams for county libraries.

**Enhanced General Fund Support.** In the case of Placer County, the General Fund supports County administrative expenses and retirement costs. This funding, although critical, does not support or enhance funds for library services. General fund support could be phased in over several years to match the library's dedicated tax funding and/or contribute additional revenue in anticipation of a supplemental tax measure specifically for Library support.

**Voter-Approved Taxes.** In addition to county libraries' reliance on the general fund or dedicated property tax revenue, their budgets can be increased by voter-approved special taxes for library services. All special taxes imposed specifically for library services, including sales, hotel, utility use, and parcel taxes (flat rate property taxes), require 2/3 voter approval. Many voter approved taxes include a Maintenance of Effort (MOE) provision which requires a continuing base level of funding from the jurisdiction in order for the new tax to be levied.

**County Service Area (CSA) Funding.** Though CSA's can be created as legally separate library providers, in practice, they are used to divide an existing county library system into different funding zones. Using a CSA, the county board of supervisors can propose a parcel tax within some or all of the library zones. After the election requiring a 2/3 vote, new and enhanced library services can then be targeted specifically to the zones that approved the taxes. CSA's used for library funding rely primarily on special (parcel) taxes imposed within parts or all of their service area, but county supervisors can also allocate the local (non-property tax) revenues generated within the district's boundaries to the CSA.

**Community Facility District (CFD) Funding.** An additional option for voter approved financing is through a Community Facilities District (CFD), frequently referred to as a Mello-Roos District. CFDs allow local jurisdictions (cities, counties, library districts, JPAs) to finance needed facilities and services through the levy of voter approved special taxes. All such voter approved taxes require an election with a 2/3 voter approval.

The creation of a higher-functioning county system will cost more. There are two main analytic components to considering this option:

- Is there a broad desire to advocate for the additional taxation necessary to strengthen Placer County Library's tax-based revenue?
- Which of these additional funding mechanisms might garner support from the governing body and the public at large? If there is no overall public or political will for proposing and creating additional funding, then this path is not viable.

Placer County leadership — inside and outside of the Library itself — would need to consider which of these funding mechanisms provides the most viable path for improving the financial state of the Placer County Library.

### **Governance Analysis**

The superstructure currently in place over the Placer County Library would remain with the Board of Supervisors and Library Advisory Board responsibilities remaining the same.

County libraries are organized under the County Free Library Law<sup>14</sup>. In addition, the County Service Area (CSA) Law allows for the creation of a separate legal entity for library services, or a mechanism to provide financing flexibility within an existing county library system. County supervisors govern libraries established under the County Free Library Law or as a CSA.

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<sup>14</sup> California Library Laws, <https://www.library.ca.gov/wp-content/uploads/2021/12/CaliforniaLibraryLaws2022.pdf>, pages 114-127.

The major governance changes happening in this option are related to elements that are currently location-specific: Friends groups, advocacy efforts, and any inconsistent locally-derived policies or procedures. The success of a high-functioning county system is dependent in part on the fusion of these groups, along with a coordination of advocacy efforts and local policies or procedures. To facilitate this change in the current culture of stakeholders, it will be necessary to broaden their understanding of the Library as a system with many integrated parts that work together to provide responsive library services. This will call upon library leadership to engage over time with each of these groups, to build and broker connections with a new vision for Placer County Library.

The Yolo County (CA) Library serves as a clear example of a high-functioning county library system. Placer County Library and Yolo County Library are fairly similar, particularly in their organization and governance, though Yolo County is not as geographically widespread as Placer County.

A key difference between the two is funding which drives open hours and services: Yolo County is able to provide more service hours than Placer County, in great part due to supplemental contributions beyond their dedicated property tax. It also generates revenue through services to other county departments. Yolo County Library has a successful county-wide library foundation that raises funds for services and capital projects. For more information on Yolo County, please see the case study in Appendix E2 of this report.

### **Facilities**

In this path, a larger Kings Beach Library facility appropriate for 56 hours of in-branch service per week — including dedicated meeting/program space — would be essential. A larger Kings Beach Library would also complement and support self-service strategies and expanded Mobile Services in east Placer County. (self-service strategies are discussed elsewhere in this report; see pages 40-46).

Interior renovation of the Auburn Library to modernize service, including providing more space for programs, meetings, and collaboration, would increase its ability to support extended-hours service as indicated in this path.

Should the County wish to maintain the Applegate Library as a public service location, it could be converted to an unstaffed, swipe-in access model.



# A FULLY FUNDED LIBRARY SYSTEM

This direction is definitively the hardest-to-achieve path that could be taken, because it represents a total transformation in the funding, governance, and operations of the Placer County Library.

There is a broad cross-section of stakeholders to be considered, along with the will of the public to assume a new additional tax.

**Effecting this change would in itself take considerable time and study, yet it is a path that in time has incredible potential to create a robust, resilient all-in type of county-wide system.**



Foresthill Bridge

## **An Overview: Fully fund a high-functioning library system**

This direction is definitively the hardest-to-achieve path that could be taken; and it could achieve the most significant impact. To achieve a total transformation in the funding governance and operations of Placer County Library, two mechanisms can be considered:

1. A county/local partnership, or
2. An independent taxing district.

### **Operational Considerations**

A fully funded system assumes that all the Placer County Library locations are staffed for robust hours and services. Using the staffing model titled *Steady, Continued Investment*, this is a 113% increase in location staffing compared to the current minimum level staffing model. The added cost is projected to be \$2,500,000. With the additional costs of enhancing the materials budget, the estimated costs just to strengthen staffing and materials are easily \$3,000,000. These costs do not include the capital work necessary to strengthen facilities for more robust services, along with increases to enhance technology and public programming.

### **Local/county Partnership**

A local/county partnership system is a model where locations function as their own standalone library organization with some shared service at a county level. Local investment from the participating cities, towns, and communities is crucial for this model, which is highly dependent on the interest of local municipalities in developing Joint Powers Authority (JPA) agreements with the County.

A unified approach to this partnership positions Placer County Library to have a central administrative presence acting as an umbrella over the various locations. To the average resident this looks like a unified system, with shared staff, policies, technology, training and professional development, etc. Structurally, though, county-level resources are allocated to municipalities on a location-by-location basis using a financial formula that is agreed-upon between the County and participating municipalities. Services levels will vary from one locality to another, depending on the financial support provided locally.

A relatively distributed approach to this partnership can be taken, too. In this approach each library is fully independent, with a budget and staff managed by their local municipality or a 501(c)(3) board. Placer County Library would have authority only over their own organization and staff. Each library location has a Masters of Library Science/professional manager and policies. Funds are collected at a county level, with a portion funding the administration of the umbrella organization and the remainder distributed to each independent library. Placer County Library has its own identity, as do each of the local libraries.

### **Independent taxing district**



A library district has the authority to levy taxes which would require approval by two-thirds of voters in the library district. In this model, the library systems in Placer County could come together under a single entity, independent from the County, funded through taxes directly collected and/or allocated only to the library. This is an all-in total-county-system approach to providing services.

This path provides the best possible approach to developing a system that is robust enough to serve the entire county equitably, not just the localities within the current Placer County Library today. A newly formed taxing district can and ideally should include cities or towns outside of the current Placer County Library system, i.e. Lincoln, Loomis, or Roseville. Indeed, full participation and buy-in from all municipalities within the County would provide for access to library services for every county resident. As a first step, an independent district could be created representing the current Placer County Library service area; other municipalities could join the district in the future.

While more common in other states, independent taxing districts are unusual in California but legally permissible. The goal of an independent taxing district isn't cost containment or savings. This path provides a structural basis whereby the public can, by vote, make a direct decision about the funding of the library system that would serve them. It would involve a full review of in-budget and out-of-budget expenditures, and negotiation with the County about use of County-owned buildings that are now in place as libraries, along with the physical resources located in those buildings. Creation of the district would typically entail these steps:

1. Initiation by voters, landowners, or local officials;
2. Local Agency Formation Commission (LAFCO) review and approval;
3. Public protest hearing; and
4. Election or appointment of the District Board of Trustees.

Once established, the District Board would have the authority to levy taxes, subject to voter approval, manage library services, hire staff, and purchase property.

In a fully funded library system, Placer County Library may be able to operate both a staffed Tahoe City Library and a larger Kings Beach Library facility (which is discussed in previous paths to service options). Refer to the *Placer County Library Facility Observation* report in Appendix B pages B17 and B19 of this report for a discussion of possibilities for the Tahoe City Library in its current space and potential alternative locations.

### **In Depth: Fully fund a high-functioning library system**

The implication of taking this approach is indeed an even deeper investment in a high functioning county system that is presented in the third path to service in this report, with staffed and/or self-service locations, more mobile outreach into the community, and greater investment in programs and collections. This is the only option that would allow for all current libraries to remain open and staffed. To achieve this, there are two ways to potentially explore raising the funds necessary for full investment:

- Moving to a local/county partnership model, commonly referred to as a “federated” model, with local investment from each location paired with county-level funds, and
- Creating an independent taxing district.,

Both of these are explored in more detail below.

#### **Moving to a local/county partnership model**

A county partnership system is a model for Placer County Library that would structurally address “return to source” issues while retaining coverage across the County. The assumption of this model is that each location remaining open would function as its own standalone library organization with some shared service and expectations at a county level. Local investment from the cities, towns, and communities represented is crucial for this model. This model is highly dependent on the interest of local municipalities in developing Joint Powers Authority (JPA) agreements with the County and other participating jurisdictions.

Organizations operating in a partnership model typically have a unifying administrative presence acting as an umbrella over the various locations. This unifying administrative body sets library service-related policy, such as those addressing circulation, holds, fines and fees, cataloging standards, etc.; maintains a unified online catalog for patrons; coordinates delivery and courier service between locations; provides a single library card for use across the service area with a shared patron database; may handle loans for materials outside the system, provide services to the homebound; coordinate outreach in service of county-wide priorities (such as to Head Start preschools or seasonal worker camps or housing) and other such programs that are more efficient when consolidated; and provides or requires ongoing professional development and training.

While this model provides the possibility for each location to function as a standalone library organization with some shared service and expectations at a county level, inequity may arise if prorated shared services are not negotiated correctly and with the best interest of smaller institutions in mind. These agreements and the responsibilities outlined in the JPA agreement must be routinely negotiated and reviewed.

In some cases, this partnership model remains relatively distributed, such as in the Washington County (OR) Cooperative Library Services method:

- Each library is fully independent, with an independent budget managed by their local municipality or a 501(c)(3) board.
- Leadership staff at the umbrella organization have authority only over their own organization and staff; each library location has a MLS/professional manager
- Local policy, except in instances where the umbrella organization has come to agreement, takes precedence.
- Staffing levels are determined at each library, with no formal sharing of staff; however, shared policies, collections, and a unified catalog allows library staff to work part-time or pick up extra help shifts across library locations.
- Funds are collected at a county level, with a portion funding the administration of the umbrella organization and the remainder distributed to each independent library.
- The umbrella organization has its own logo and marketing and communication efforts; each independent library also has its own logo and marketing and communication efforts.

In other cases, the partnership model looks for all intents and purposes like a unified system, with shared staff, policies, technology, training and professional development, etc., but with resources allocated to locations on a location-by-location basis. This is typically done using some kind of formula.

This is the case at the Santa Clara County (CA) Library District, where funds raised in a particular service area mostly remain in that service area, after allotments are made for the overall administrative costs. More information on Santa Clara's model can be found in the case study on page 60. This model is similar to some large districts in Washington State that were founded as rural library service districts, such as the King County Library System (KCLS) outside of Seattle and the Fort Vancouver Regional Libraries (FVRL). Both KCLS and FVRL grew their service areas over time through annexations and agreements with independent municipalities or jurisdictions, providing a unified presence and organizational oversight while also maintaining significant local control and independent Friends groups. There are also several other California public library systems organized as JPAs as well.

A note about the Santa Clara County case study: Placer County and Santa Clara County Library District (SCCLD) are quite dissimilar, particularly in their organization, governance, finances, and numbers of people served. SCCLD was selected as a case study as it represents a library that is organized as a Joint Powers Authority. Also, Placer County is seeing a large percentage of new residents relocating from Santa Clara County, and those new residents bring with them the expectations for library services that they knew from their time in Santa Clara County. In addition, SCCLD is an example of a library where its base property tax is supplemented by additional tax funds, and a system where funds

raised locally tend to stay within the locality in which they were raised, as seen in a federated system.

In this model, the Placer County Library would continue to operate under the same name, with the same logo and shared policies. A single catalog, shared electronic resources, courier service, and other organization-level resources would remain the same, and the organization would still use County-set wages, benefits, and internal services. County funding, either dedicated taxes or general fund contribution, would support these umbrella internal services, and excess county funding would be distributed according to a formula of some sort and combined with locally-raised revenue to support each library. Each library, as a member of NorthNet, would continue to have access to delivery support and some other shared resources, but it should be noted that NorthNet is not structured to act in this umbrella organization role nor significantly contribute to the operations of member libraries.

There is some opportunity in this model for further cooperation between the independent libraries offering library service elsewhere in the County,, as recommended in the 2021 Grand Jury report.

### **Finances**

As the current publicly-available Placer County and Placer County Library budget documents do not break out revenue or expenditures on a regional or per-location basis, there is no model to allow Constructive Disruption to overlay property tax collected by region/area and compare to the cost to run library locations in those specific communities or areas. Absent this information, it is difficult to describe how operations might change in an individual location, save for the addition of significant administrative infrastructure, as each location would at minimum need to add a director/manager position.

Minimum staffing would look very similar to current levels or the levels described in the second path forward of operating the library within its current means. Administrative infrastructure and adequate staffing would require a local investment. Other administrative elements might be consolidated at the partnership level, though the extent of and support for these elements would need to be determined as part of the Memorandum of Understanding (MOU) process or Joint Powers Authority (JPA) formation. This would include what would happen to any county-owned facilities, as described above.

Libraries operating in this model in California would typically be governed by a JPA. JPA libraries may be funded by any revenue streams available to its member agencies. Funding for JPA libraries is specified in the JPA agreement. Specific library JPA governing boards, if authorized in the enabling agreement, may enhance local library funding by asking voters to approve a special tax for library service, which requires  $\frac{2}{3}$  voter approval. In the past, members of California library JPAs that were identified as county libraries with dedicated property taxes prior to joining a JPA were able to retain that designation and tax collection authority upon joining a Library JPA with other agencies.

The JPA library system may promote the analysis of “return to source” service levels, particularly if the dedicated property tax is used as a funding base. The member agencies will likely want to ensure that they are receiving services commensurate with the resources they are providing the JPA, though a partnership model as a whole will want to ensure there is an equitable distribution of access to services across the service area. The JPA may provide backbone services for all its members, such as the integrated library system, broadband connectivity and IT support, aggregated purchasing, human resources, and other services. All member agencies would share in the cost for these critical services prorated by metrics negotiated with JPA members. Local Friends groups would remain locally-focused, reinvesting their contributions in the library in their community. Critically, local cities would need to commit additional funding to their local library in order to continue to offer service at even the current levels.

As this model requires local investment, it is important to remember any proposed special property tax option for libraries would still need to be approved by voters. Inequity will arise when a proposed parcel tax is passed within a more affluent library zone and not in a less affluent one. It may give a particular library the advantage to provide innovative services and robust collections while not increasing budgets for libraries that do not have lucrative businesses or wealthy residential areas within their neighborhoods.

### **Governance**

A JPA library system is the most similar to a federated model. There are 185 library jurisdictions in California; 6 of them are organized as JPAs, primarily serving urban and suburban areas. JPAs are organized according to an agreement between the governing boards of two or more governmental entities, pursuant to the Joint Exercise of Powers Act. JPAs are formed when the governing boards of two or more governmental entities agree to jointly manage a library system. A JPA agreement may be limited to certain organizational or operational aspects of a library system while also maintaining some separate functions within the participating entities, or it may form a new entity to handle all aspects of library organization and operation.

A member of a JPA may also be organized as a County, City, or Independent Special District Library. For instance, all the cities in Placer County, whether served by Placer County Library or operating independent municipal libraries, could consider establishing a JPA to provide library services, and Placer County could join as well and represent the interests of the unincorporated areas. Alternatively, Placer County could take the lead to create the JPA and organize the JPA Board with members of the cities that Placer County Library serves (Auburn, Colfax, and Rocklin), as well as members representing the unincorporated areas. Cities or towns managing their own libraries could join the JPA in the future. The JPA contract specifies the structure and terms of the governing board<sup>15</sup>.

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<sup>15</sup> California Public Library Organization 2013. California State Library, June 2013.  
[https://www.library.ca.gov/wp-content/uploads/2021/08/CAPubLibOrg\\_2013.pdf](https://www.library.ca.gov/wp-content/uploads/2021/08/CAPubLibOrg_2013.pdf)

This model, while an option, is not desirable because of its inclination towards inequity. While all communities deserve access to responsive and inclusive library service, systems built on this "return to source" model, or distribution formulas based on or including assessed value, perpetuate existing barriers that are typically deeply rooted in historic and systemic inequity; communities most in the need of services tend to be the most unlikely to receive adequate funding to do so. For example, a location in an area that doesn't raise a significant amount of funds locally but has a greater proportion of students on free and reduced lunch is more likely to need additional funding for after school support for school-aged children; a location that has a higher proportion of speakers of a language other than English, who, in a resort- and service-based economy may be more likely to be working in lower-paid positions, need community-based collections in their language of choice, in addition to a robust collection of materials in English. This direct proportionality can very easily preserve historical "redlining" that disproportionately impacts community members of color.

### **Advantages and challenges of a local/county partnership model**

No model is perfect, and the local/county partnership model brings with it both advantages and challenges. These are highlighted below.

#### Advantages:

- County partnership/federated model addresses return to source considerations with transparency.
- Additional "buy-in" from jurisdictions that are members of partnership.
- Various options for additional funding (participating cities, towns contribute).
- Community benefits from enhanced library services with additional investment.
- Ability to retain dedicated property tax allocation.
- Could create opportunities for other libraries in Placer County to join in partnership.

#### Challenges:

- New governance model would require explanation/public education.
- Possibility for service inequities based on partner's interest or ability to fund library services.
- Additional funding may be hard to achieve, especially if voter approval is required.

### **Creating an independent taxing district**

In this funding model, the libraries in Placer County would come together under a single entity, independent from the County, funded through taxes directly collected and/or allocated only to the Library. As a first step, an independent district could be created representing the current Placer County Library service area; other municipalities could join the district in the future. Details on how this would function and be carried out are out of scope of this project and would require hiring a consultant to focus on the requirements of this transition as well as support for the political process.

Independent taxing districts are unusual in California but allowable and legal under state law. This method of governance and funding, however, is not unusual for libraries across



the country. Many libraries in nearby Oregon and Washington State are organized under this method. Indeed, when comparing district libraries and their municipally-funded counterparts, particularly in Washington state, the benefits of dedicated funding, increased investment, and library control over all functions tend to be clear, producing stable budgets with capacity for innovation, increased ability to be responsive to the community, and proactive planning. The municipally-funded Tacoma Public Library, serving the City of Tacoma in Pierce County, and the independent taxing district Pierce County Library system, serving the rest of the county, are strong examples of this model.

There would need to be significant negotiation and discussion between the County and the leadership of the new independent taxing district regarding physical resources. Although an independent district has the authority to purchase property and facilities, the status of buildings currently owned by Placer County would need to be clarified.

### **Finances**

A library district has the authority to levy taxes which would require approval by 2/3 of voters in the library district. The initial step to the creation of an independent taxing district would necessitate an assessment of the public will for a tax levy that is more than the current level of funding currently provided. The goal of an independent taxing district is not necessarily to create savings or to contain costs. This option will provide a structural basis whereby the public can, through voting, make a direct decision about the funding of the library system that would serve them. In concert with ascertaining public will, leadership of a to-be-formed library district would provide better for passage of a levy if they work hand-in-glove with County and local governance to gauge public will.

While there may be a possibility of assigning to the independent district the current dedicated county property tax for the library, districts created after the 1978 implementation of Proposition 13 generally are not allowed to collect existing property taxes. So it is much more likely that the model for the tax levy will need to be built from the ground up, involving a broad set of stakeholders to bring about its passage that could include the governance of those libraries in Placer County that run independent of the taxing district.

In building a financial model that informs a levy amount for a library district, the Library would need to account for the totality of in-budget and out-of-budget revenues and expenditures. Currently, Placer County Library pays \$621,185 in administrative overhead to Placer County. The district would not be levied these charges but there would be other administrative expenses that they would bear as an independent district. Additionally, the district would need to negotiate with the County to determine whether the building costs that are now out-of-budget would be shifted to the district budget, assuming that the County agrees to allow the new district to use those buildings. Even if the County sold decommissioned library properties and transferred the proceeds to the newly formed district, this would amount to a one-time contribution.

In conceptualizing the funding for an independent taxing district, the stakeholders would be well served if they considered the newly formed district independent of the financial

constraints and boundaries of the current organization. Current costs can of course provide a helpful computational guide, but the current shape and form of the County system should not be the framework into which a library district is shoehorned. Rather, the district would serve the County well by thinking beyond its current shape and constraints.

### **Governance**

Independent library districts are allowed under California State Law<sup>16</sup> and may be organized under: 1) Library District Law; 2) Library and Museum District Law; 3) Union and Unified High School District Library District Law; or 4) Community Services District (CSD) Law. There are 185 library jurisdictions in California, and 12 of them are independent district libraries, generally serving small populations. A new independent library district has not been created in California in many years.

Although there are several options for library districts, forming a new independent special district usually requires the following four steps:

1. Initiation by voters, landowners, or local officials;
2. Local Agency Formation Commission (LAFCO) review and approval;
3. Public protest hearing; and
4. Election or appointment of the District Board of Trustees.

Once established, the Board has the authority to levy taxes, subject to voter approval, manage library services, hire staff, and purchase property. More information can be found in the 2013 California Public Library Organization document prepared by the State Library<sup>17</sup>.

This option provides the best possible approach to developing a system that is robust and nimble enough to serve County residents equitably, including individuals who are traditionally underserved by libraries and other community institutions. Support for the Library is visible: assuming there to be relative parity in ease of access to voting in Placer County, a levy vote lends a systemic opportunity for each and every adult resident to voice their support for the Library. This means that each individual has a real voice in the future of library services in Placer County.

It should be stressed here that a newly formed taxing district can and ideally should include cities or towns outside of the current Placer County Library system, i.e. Lincoln, Loomis, or Roseville. Indeed, full participation and buy-in from all municipalities within the County would provide for a total solution to consistent and equitable provision of library services to every county resident.

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<sup>16</sup> California Library Laws 2022, California State Library, <https://www.library.ca.gov/wp-content/uploads/2021/12/CaliforniaLibraryLaws2022.pdf>, pages 145-155.

<sup>17</sup> California Public Library Organization 2013, California State Library, June 2013, [https://www.library.ca.gov/wp-content/uploads/2021/08/CAPubLibOrg\\_2013.pdf](https://www.library.ca.gov/wp-content/uploads/2021/08/CAPubLibOrg_2013.pdf)

For a comparative example of the changes that can result from the creation of a taxing district, included in this report in Appendix E4 is a case study for the Anythink Library in Adams County, Colorado. Placer County Library and Anythink Library are similar in the number of locations and the geographic area served. Previous to Anythink's 2006 levy limit approval, it was in fiscal dire straits when compared to Placer County Library's current fiscal situation.

The key difference *now* between Placer County Library and Anythink is how they are funded. Anythink shifted to a model that provides regular tax levy income, positioning them to maintain more open hours and higher staffing and more lending of content than Placer County Library. Please note there were several failed attempts to create this district before it was approved by voters in 2006. Anythink's current success is driven by property tax receipts calculated at a mill rate of 3.659 per 1,000. Anythink's county-wide foundation adds a negligible amount to the annual budget.

### **Independent taxing district advantages and challenges**

Just as the local/county partnership model brings with it both advantages and challenges, so does the model of an independent taxing district:

#### Advantages:

- Provides independence/control over management of the district.
- Provides a unique identity for the district.
- Could create opportunities for all Placer County Libraries to join.

#### Challenges:

- Likely to require voter approval to establish a district.
- May not be able to retain dedicated property tax allocation.

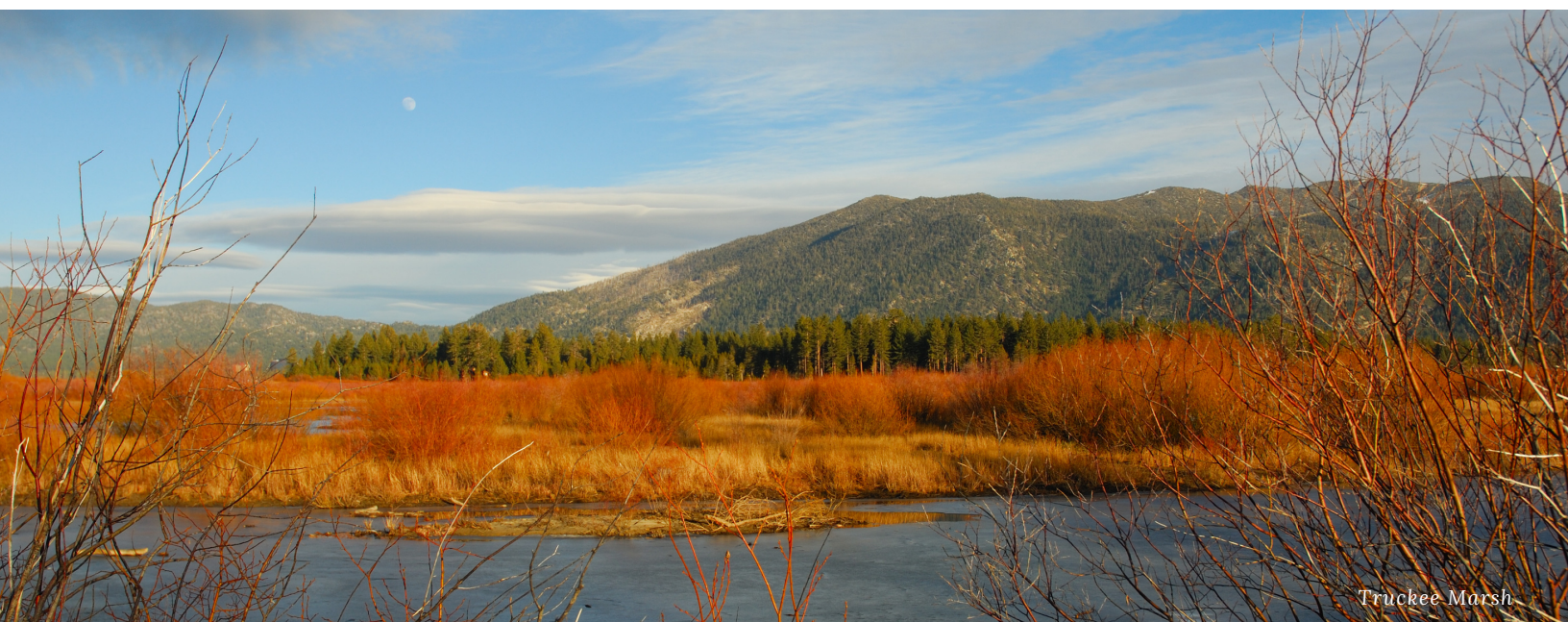
# PARTNERSHIP WITH NEVADA COUNTY

The Nevada and Placer County libraries that serve the Lake Tahoe region — Truckee, Kings Beach, and Tahoe City — face similar challenges, including geographic isolation from other library system locations, great disparity in community member wealth and resource, and the pressures of a resort economy.

There is certainly an economy of scale to be had if the Placer and Nevada County Libraries could find a

way to share staff resources across the county lines that divide them. To quote a participant from a listening session of the Friends of the Truckee Library and Nevada County and Town of Truckee management, there is a call to “join forces to provide programming that works for both Eastern ends of the two counties.”

However, despite their physical proximity, there are few examples of resource sharing agreements across the two counties.



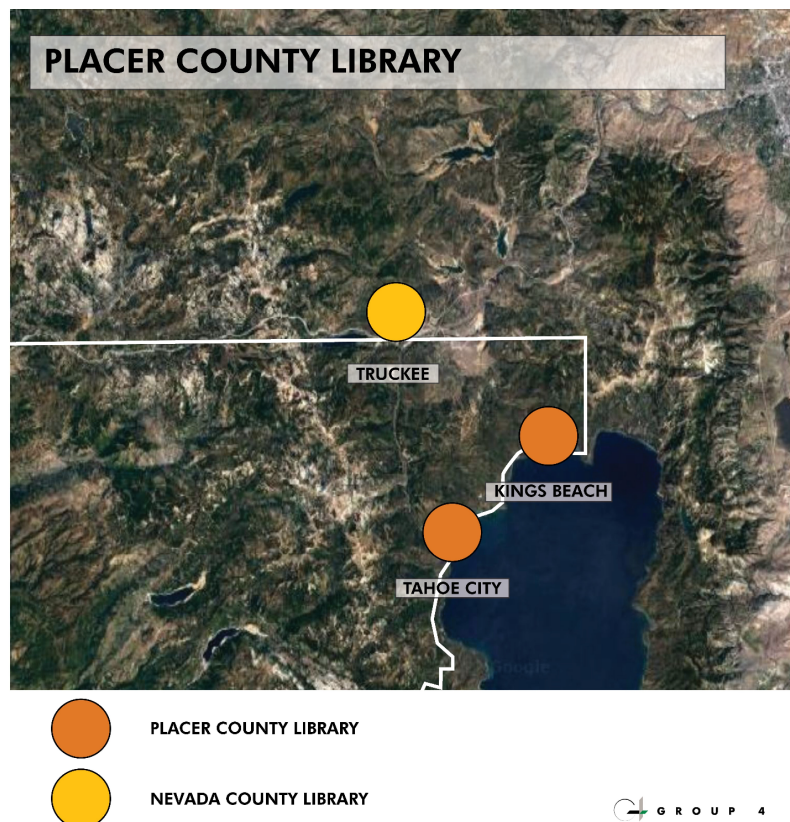


### Models for Collaboration

Two successful models include the existing agreements for Animal Control and Health and Human Services.

Raul Martinez, Assistant Director of Placer County Health and Human Services Department (HHS), supports cross-county collaboration. Martinez described the Animal Control agreement as straightforward. In place since 2015, the agreement facilitates Placer County's use of the Town of Truckee's animal shelter, owned and operated in conjunction with the Humane Society of Truckee-Tahoe. Placer

County staff have leased office space in the facility and bring animals to the shelter for care. Placer County is charged fixed rates for the shelter and care of these animals.



The HHS model is a bit more complicated. Placer and Nevada County share the costs for a program manager who focuses on regional collaboration. Nevada County is the employer in this case, and Placer County pays up to 50% of the cost of the position annually. Placer County also has twelve full-time HHS employees in Carnelian Bay and the Sierra Community House in Kings Beach. The program coordination across jurisdictions is useful as well as the on-the-ground connections that can inform Placer County HHS priorities in the Tahoe Basin. One challenge is that, as a Nevada County employee, the program manager may more strongly represent the needs and priorities of Nevada County than Placer County.

### Potential partnership with Truckee

As part of this study, listening sessions were held with the Friends of the Truckee Library and Nevada County and Town of Truckee management, as noted previously, and also with the Kings Beach and Tahoe City Friends of the Library groups in a joint session. All stakeholders understand the importance of library services and want to make sure that they serve their communities as effectively as possible.

The Friends of the Truckee Library have been working for a number of years to achieve their goal of a new library for the Truckee community. Working with Nevada County and



the Town of Truckee, they are finalizing the agreement for a two-acre library site in a regional park; they have developed conceptual designs and renderings for a new library; and they are engaging in a highly successful community education and fund-raising campaign. One of the strategies being considered to achieve this goal is the creation of a Joint Powers Authority (JPA) that would include the Friends of the Truckee Library, Nevada County, and the Town of Truckee to build and operate the new library. Discussions about the JPA are ongoing and could, at some point, include Placer County as well. Placer and Nevada Counties are already partners in several JPAs, including other counties, to provide fire services, emergency medical services, and job training.

### **Partnership with Nevada County**

While it is tempting to see the creation of a formalized JPA relationship for cross-county shared services for the libraries in the Tahoe Basin as an easy and successful solution, there are simpler first steps that can be considered.

1. With the successful models outlined in the Animal Control and HHS agreements, **a reasonable first step would be for the two libraries to coordinate together on sharing the costs for a staff member who is dedicated to engaging with community groups**, identifying programming opportunities and engaging with Tahoe Basin service providers. Rather than staff from each library individually attending events, reaching out to area groups, or making community connections, the two organizations could work together and collaboratively assign responsibility for outreach, community engagement, and program planning and delivery, either with library staff or with partners.
2. The two libraries could **coordinate on developing a web of self-service options**, working together to place library vending machines and book return bins and/or using Placer's mobile unit to support service in the area. The possible cost-sharing of a library community outreach and programming coordinator would strengthen access to service for the Tahoe Basin with relatively little investment, which is a strong place to begin.
3. **Placer and Nevada Counties could also explore a Memorandum of Understanding (MOU) between them that enables them to share staff between the furthest eastern libraries for each county.** Placer and Nevada County Libraries share the same online catalog, removing one of the key challenges for staff moving between library organizations.

As part of this MOU, both organizations must consider what supports must be in place to ensure its success. It must be noted that sharing staff across three locations does not automatically create more staffing capacity. There may need to be some coordination between staffing schedules and the hours of staffing positions to leverage or increase capacity, and care must be taken so that the Placer locations are staffed appropriately — Nevada County's Truckee location does not suffer from the same staffing challenges and limited staff as Placer does.

Sharing staff would then likely still require a major transition, with fully staffed locations in Truckee and Kings Beach and increased self-service access options, including in Tahoe City. Training and professional development must stretch to include staffing from both organizations, and policies and procedures from both libraries should be reviewed to find areas of congruence and where differences in policy or procedure might cause staff issues. Both organizations may see some budgetary relief as a result of not needing to send staff from the western portions of their respective counties to cover eastern locations.

A cross-county structure would need to address the factors above as well as issues of local investment, location budget, staffing salaries and benefits, access to professional development, and more. For example, the organizations operating under this agreement need to provide equitable hourly pay so that staff are likely to pick up shifts at both locations, or likely to invest their time, creativity, and energy in collection development, programming, and outreach at both locations.

The good news is that Nevada County Library Director Nick Wilczek is open to partnership with Placer County, not just to ensure that the Tahoe City/Kings Beach/Truckee area has consistent access to library services but also to better recognize the opportunities that come with collaboration.

### **Issues of Parity with Nevada County**

Although there are several possible options for developing partnerships between the Placer and Nevada County Libraries, it is unlikely that any of these partnerships will occur until the level of support for the Placer County Library is more similar to support for the Nevada County Library.

As pointed out on page 70, Nevada County sees a significantly higher per capita revenue invested in the library than Placer. In FY 2018-19, Nevada County Library's revenue per capita was \$51.33, compared to Placer County Library's revenue per capita of \$39.95,<sup>18</sup> about 22% lower than Nevada County, partially due to Nevada County's ¼ cent sales tax for library services. This difference in financial support indicates that there will be a need to work out organizational priority and equity issues for this partnership to be successful, and the responsibility to do so falls mainly on Placer's shoulders. Investing in a high-functioning system, as described on page 47, is the first step towards achieving this parity.

For example, as of March 2022, the Kings Beach and Tahoe City libraries are each operating a total of 27.5 hours per week, Tuesday through Saturday. The Truckee Branch Library is open 40 hours per week, Monday through Friday. These operating hours and schedules may be impacted by COVID-19 limitations, but it is clear that the Truckee Branch is open more hours than either of the Placer County libraries.

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<sup>18</sup> "California State Library Statistic Portal" 2018-19 data.

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		Placer County	Nevada County
<b>Visits</b>	Service Area Population	201,884	98,904
	Visits per Open Hour	37.71	35.45
	Library visits per capita	2.75	3.38
<b>Staffing</b>	Staff FTE per 1,000 pop	0.2524	0.6748
	Total staff FTE, FY19-20	50	34
<b>Borrowers</b>	% pop registered	47.27%	44.87%
<b>Collection</b>	Collection per capita	1.16	2.34
<b>Circulation</b>	Circulation per capita	4.99	8.3
<b>Expenditures</b>	Expenditures per capita	\$39.85	\$40.95
	% ops exp on staff	52.83%	65.34%
<b>Income</b>	Operating Income per Capita	\$39.95	\$51.33
<b>Programs</b>	Total programs	1,628	1,617
	Program attendance	41,466	16,688
	Program attendance per capita	0.21	0.17
<b>Facility &amp; Hours</b>	Square Footage per Capita	0.302	0.378
	Avg Hrs Open per Week per Outlet	28	30
	# of Service Points	9	6
<b>Technology</b>	# Internet Terminals per 1000 pop	0.317	0.9201

*All statistics in the table reflect 2018-2019 numbers, as they are the last statistics reported to the State Library pre-COVID.*

The Kings Beach and Tahoe City libraries are small and limited in capacity to function as full-service libraries. The current Truckee Branch Library is also small, but the development of a full-service library facility for Truckee seems to be possible in the near future. To have some parity with the current and potential library service available in Truckee, Placer County will need to develop a full-service library facility in the Tahoe Basin to be able to provide similar services and facilities as will be available in Truckee.

There is not a “level playing field” between the current and planned library services for the Truckee community and services that are available in the Tahoe Basin. The funding levels between Truckee and the Tahoe Basin are also not aligned. **Until Placer County makes a more robust investment in library services and facilities in the Tahoe Basin, it is unlikely that a strong partnership with the Nevada County Library will develop .**



# STUDY CHALLENGES



## EXISTING PLACER COUNTY LIBRARY DATA AND ENGAGEMENT

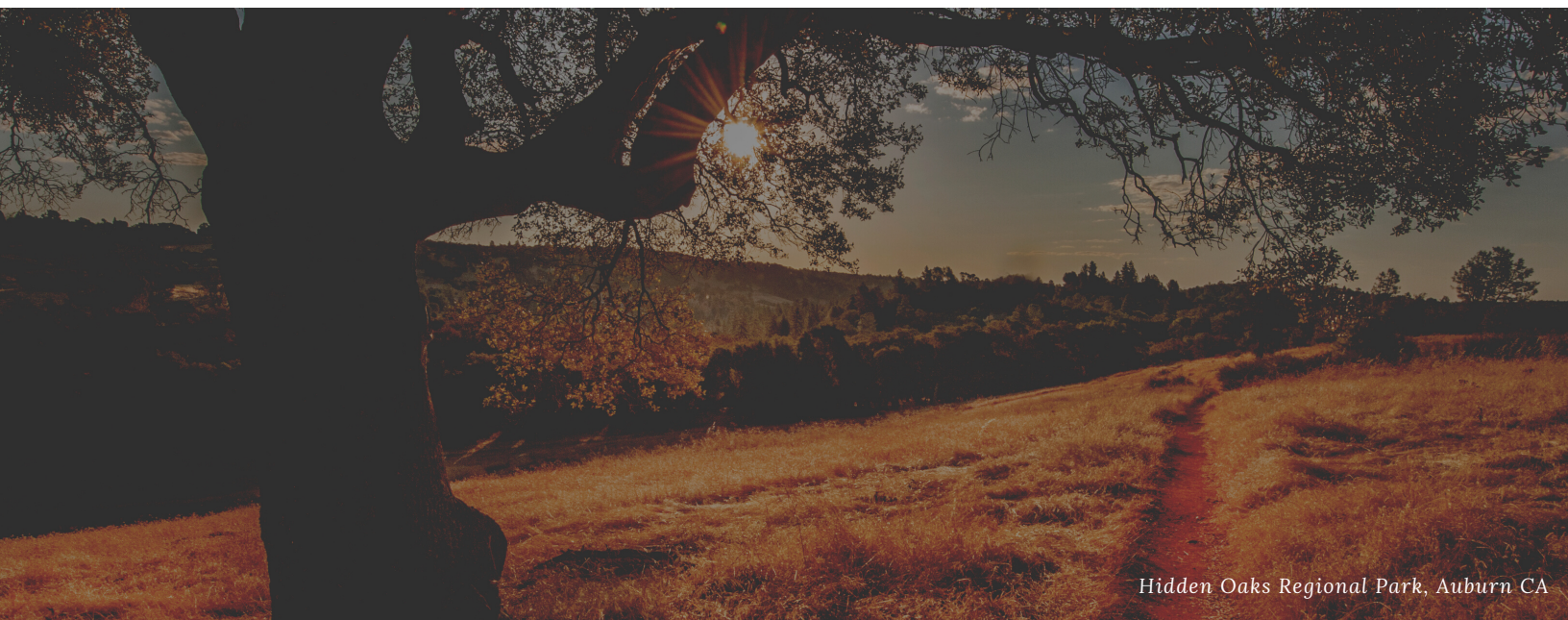
**Decision-makers, funders, Friends, users, and staff have different ideas of what the library is and what it should do.**

Across the data and engagements, there is little evidence of heavy users and some key stakeholders adopting a county-wide perspective to address service demands and meet expectations for library service.

Patrons, staff, and the Friends

groups, in particular, in the strategic planning data demonstrate strong alliances to their local communities and locations.

In the engagement for the Library Services Study, there was acknowledgement that change must come through advocacy for increased funding, and that increased funding requires, as one participant noted it, "political will."



### Seeking Diverse Perspectives

Constructive Disruption consultants worked with County and Library staff to attempt to reach out to more diverse communities as part of the Library Services Study. For example, library staff participated in a community mapping exercise geared toward uncovering the community groups unlikely to be represented in a broad call for engagement in order to uplift the voices and experiences of a more diverse cross-section of the community.

In addition to highlighting particular community groups and community representatives to engage, the exercise sought insight on enhancing current offerings to successfully provide diverse, modern, equitable, and inclusive future library services to its residents. The data was compared with background reading and engagement research, and key groups and residents were selected for one-on-one meetings and small focus groups. Aggregate findings revealed that Latinx/Hispanic residents; the unhoused population; the lesbian, gay, bisexual, transgender, queer, and intersex (LGBTQIA+) community; people living with mental health concerns; and individuals with disabilities are overlooked from library discussions.

According to the 2020 United States Census, 24,689 Placer County residents have a disability<sup>19</sup>. The needs of one individual are not necessarily the same for all, but some general common themes are certain. Engagement development illustrated that some residents with disabilities visit their community location due to its sensory-friendly environment that at times supports public interaction and helps with social connections. The population similarly has significant shared challenges, presenting the opportunity to establish or expand support through services and partnerships. Some residents with disabilities utilize free library resources such as public computers and free Internet, while some have transportation obstacles parallel to other Placer County groups.

### Profile of Survey Respondents

For this project, Placer County asked Constructive Disruption to review the results from surveys completed for its Strategic Plan rather than launch another community survey. There is a major constraint on the generalizability of these prior survey efforts, which is associated with the homogenous profile of many respondents.

The profile of the predominant main survey respondent is a woman 55 years or older who uses the library weekly or monthly, and lives in Auburn, Rocklin, or Granite Bay and uses the facilities in those locations. These demographics in actuality constrain the generalizability of the data from this survey since this sample heavily represents a population of users from a subset of libraries. Because there is no data on the diversity of the survey participants, we do not know the racial and ethnic diversity of these respondents. We do not know whether or how diverse perspectives are represented in the survey data.

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<sup>19</sup> "U.S. Census Bureau QuickFacts: Placer County, California."

<https://www.census.gov/quickfacts/fact/table/placercountycalifornia/DISO10219#DISO10219>

These statistics document this limitation:

- 60% use Auburn, Rocklin, or Granite Bay libraries
- 56% live in Auburn, Rocklin, or Granite Bay
- 82% are women
- 59% are 55 years or older
- 70% use the physical library either weekly or monthly
- 51% use the website or Library's online resources weekly or monthly

### **The Need to Strengthen Community Relationships**

While allowances must be made for the challenge of the Library Services Study timeline provided by the County which covered major end-of-the-year holidays, as well as a historic winter storm and the rise of the Omicron COVID-19 variant, it is clear the County could benefit from an investment in authentic, meaningful relationship building beyond the current selection of stakeholders. The County and the Library must invest in relationship building with community groups and members outside of those traditionally represented by the profile of the survey respondents described above.

In 2013, eighty-one Latinos residing or working in the City of Auburn participated in an open-ended question survey from the Library. It served as a starting point for formulating key issues discussed in the three Auburn Library Latinx Community focus groups, in which the Latino Leadership Council participated. According to Director Elisa Herrera, no changes or new initiatives flourished from the discussions. The Placer County Library's lack of linguistically, culturally appropriate, and pertinent services and collections were echoed in 2013 as well as 2022. The Auburn Library Latino Community Research similarly illustrated the need for bilingual/bicultural library staff representation<sup>20</sup>. Director Herrera shared that the Latinx community is happy to provide insight but would like results that reflect a valuation of their perspectives and ideas.

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<sup>20</sup> Auburn Library Latino Community Research. 27 Aug. 2013. Quiroz Communications, 27 Aug. 2013.

## CHALLENGING FACTORS FOR PLACER COUNTY LIBRARY FINANCES

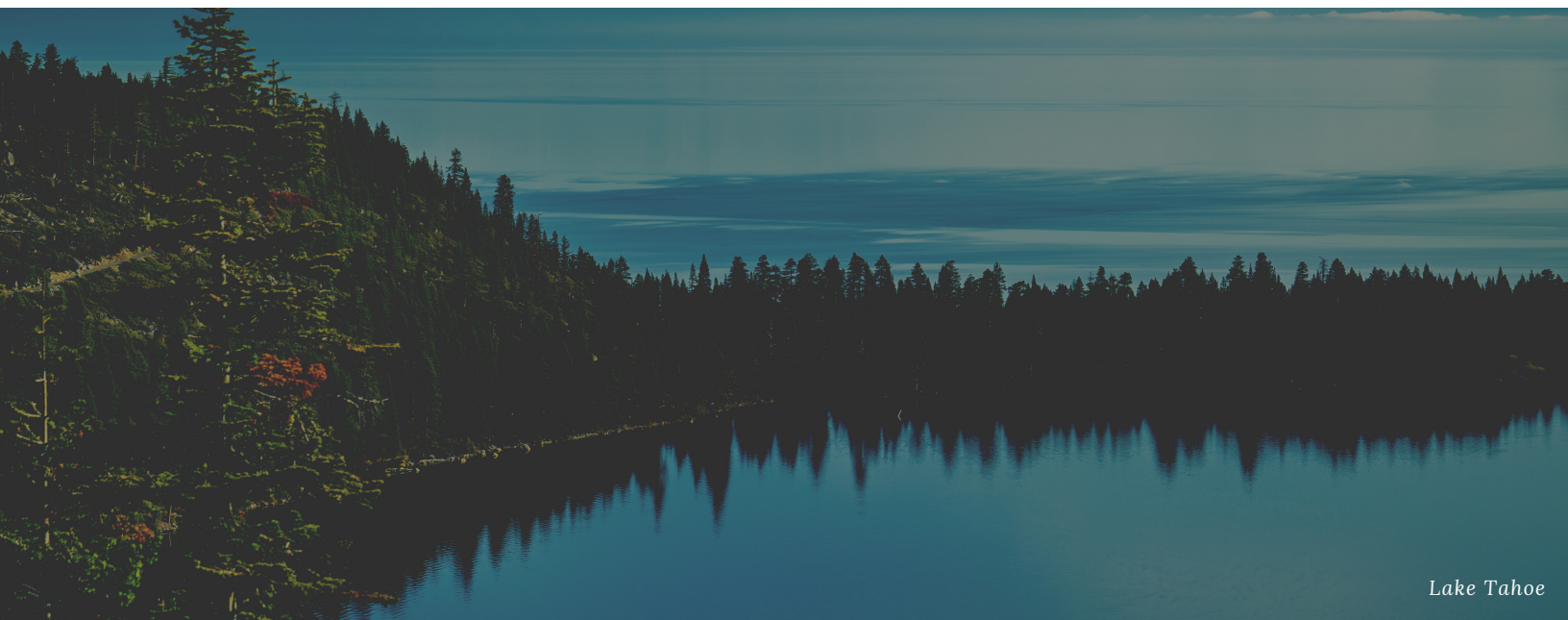
**Various factors have impacted the funds available to libraries in Placer County, contributing to the situations described throughout this report.**

### **Impact of retiree obligations**

A major fiscal constraint for the Placer County Library is the cost of retiree obligations. These obligations total \$1,323,022. In terms of the current impact on the community, 15% of the library's budget does not directly

provide financial support to current library operations.

To help put this into perspective, the retiree obligation is equivalent to 40% of the budget for salaries and wages, inclusive of payroll tax. Recognition of these obligations in no way diminishes the important work of earlier generations of library staff; there is no stance towards these workers taken in discussion of this impact.





The point is to recognize that deferred compensation is now a major factor in the Library's budget. This is not unusual; many other state and municipal governments struggle at times with retiree obligations. It should be noted that the General Fund contribution to the Library's income stream in effect covers these obligations and that the Library's current operations are largely resting on Placer County Library's own tax-based revenue. For those who do not work through the minutiae of the Library and County budgeting, it may appear that Placer County Library has in more funding available for current operations than it does.

The General Fund contribution to the Library's income stream is absolutely critical; without it the Library would have to cut staff and services drastically in order to self-sustain current operations while also meeting retiree obligations, on par with the picture painted of Tahoe Basin libraries withdrawing from the system (see page 81). Overall, Placer County Library's current tax-support is insufficient to sustain its operations, and without major changes to funding, the Library will necessarily undergo a succession of scale-back measures. If the County is committed to supporting both retiree obligations and staff expansion, increased funding would be a major step in removing staffing constraints as a barrier the Library faces in ensuring services and community connections continue to evolve and strengthen. The Library simply will not progress as long as the staffing is so limited for the number of existing locations.

### **Impact of technological investments**

Placer County Library has invested in technology that improves workflow. During the Covid-19 closure, installation of a materials handling machine and the transition of the library's collection to being tracked with RFID tags was begun. This major initiative is critical to the Library's timely delivery of physical content to patrons. In the "Amazonification" of customer expectations, where individuals have come to expect same- or next-day delivery of content and items, RFID will help Placer County Library stay viable as a content option for its public.

As noted elsewhere in this report, this advancement does not in actuality reduce the number of staff necessary to connect patrons with physical items from the Library's collections. To meet changing community expectations, more staff may in fact be needed, along with additional technological investment.

### **Impact of staffed service locations**

The current number of staffed locations will not allow budgetary savings. The current staffing levels mean Placer County Library outlets are chronically short-staffed, as noted on page 18.

Administrative time and effort is spent in the regular shifting of staff hours and shifts in order to limit the necessity of cutting public hours at a given location due to the inability to staff that location. The analytic solution equates with the number of staffed locations being reduced. This is necessary in order to shift administrative focus from a crisis management mode of managing operations to the strategic roles in which library programs and services are planned and implemented for maximum impact on the



community. Maintaining the current number of staffed facilities will also maintain the barely manageable levels of staffing Placer County Library now contends with.

### **Impact of structural constraints and geography**

Placer County Library functions under a complex hybrid set of circumstances that constrains its decision-making and demands that decisions factor in a large set of stakeholders.

It is a county system with dedicated tax support; however, the Library is also reliant on the goodwill of the County itself since, without a General Fund contribution, the Library would necessarily reduce its operations in scale and scope.

At the same time, individual library locations have localized stakeholder groups whose support of the individual location needs to be factored into decision-making. Layered onto this is the fact that local communities are interested in services that are perceived to be commensurate with their own tax jurisdiction's contribution to the Placer County Library budget. Further complicating this situation is the fact that Placer County Library provides services in a county that includes other independent library organizations.

This spread of stakeholders means that to create broad support for decisions, Library leadership is charged with taking an active role in eliciting inputs and at the same time making major decisions that may not have support from every stakeholder.

Communications regarding decisions that are seen as negative are never easy for impacted communities to receive. One possible cure is for Library leadership to work hand-in-glove with County and local leaders on the most effective ways to communicate the decisions made, the reasons why, and the positive impact the decisions will have on the overall health of the Library as a County system. The engagement and communication of important service changes can be challenging, as was noted in the Placer County Grand Jury Report 2015-2016. Although the Grand Jury found that the library needs of Loomis and Meadow Vista residents were not addressed in the process of consideration of those library closures, Placer County Library disagreed with the finding and was able to document a detailed history of discussions regarding the financial challenges of the Library.

### **Clarification about the financial analysis**

Constructive Disruption reconstructed the Placer County Library budget in order to isolate, as best possible, the following costs: County cost-sharing, administrative, facilities, staffing, technology and equipment, collections and content, and programming. These figures are based on the Library portion of the County Budget and the Library's self-reported use of funds as part of its California State Library reporting obligations. This type of budget model was needed to cover the full implications and viability of the four paths forward. The model would itself be even stronger if it provided more granularity on the expenditures per outlet and per taxes generated in facility service areas.

The disaggregation or reframing of financial data would be part of early work in a future process in order to better understand specific financial opportunity and impact. This would task the financial department of Placer County Library to track costs with a redundant model for some time, or to revise the manner in which costs are tracked. It is a major task but one that would provide a finer insight into financial impacts than the use of square footage for each facility.

In addition, it is strongly recommended that Placer County Library develop clear definitions of service populations assigned to each library through the County's geographic information system (GIS).

## "RETURN TO SOURCE" IN THE TAHOE BASIN

In the Tahoe Basin, the concept of “return to source” has arisen in discussions around the next chapter of Placer County Library. In Constructive Disruption’s engagement for the Library Services Study, it became clear that there is no consensus on what “return to source” means operationally. Generally, the idea of “return to source” implies that the funds collected for the Library should differentially support library services. That is, if the Tahoe Basin taxes amount to one-third of the total Placer County Library

budget, then one-third of the budget should be spent within that geographic area. In effect, this approach doesn’t treat Placer County Library as a “county” system per se; rather, it regards Placer County Library as a mechanism for dollars to pass through and back to local communities. The fundamental flaw in this logic is that, while the Tahoe Basin may for example contribute about a third to the county organization, it also benefits from the scale of a county-wide operation.



Tahoe Basin stakeholders and community members use the term “return to source” both to mean the libraries in the Tahoe Basin withdrawing from the county system, forming a separate entity, perhaps in collaboration with efforts underway to build a new library in Truckee, as well as the notion that the funds raised in that area should remain in that area while the library or libraries remain part of the overall Placer County Library organization.

As part of the study analysis, Constructive Disruption wished to explore the impact of a return-to-source decision in the Tahoe Basin; namely, in order to address the perceived desire of the Tahoe Basin area for more control over and potentially additional funding for library service, the Tahoe City and Kings Beach libraries would withdraw from the County-funded system to form their own library service organization.

The second assumption, that the funds raised in the Tahoe Basin should generally remain in that area to support library service, is more thoroughly discussed in the local/county partnership model for funding that would fully fund the Library on page 57.

Generally, the financial, operational, and governance analyses in this section are limited to the impact on the Placer County Library system. Overall, any in-depth analysis on the finances of a potential new Tahoe Basin independent library organization is out of scope for this study as it requires cross-jurisdictional financial and governance research. There are a number of instances in California where portions of dedicated property tax library systems have withdrawn from their original library jurisdiction. Those situations should be reviewed to inform the analysis of the Tahoe Basin withdrawal from the Placer County Library.

With the withdrawal of the libraries in the Tahoe Basin, the Placer County Library's budget would be decreased by both the elimination of property taxes from the Tahoe Basin, approximately \$2.2 million, and a proportionate reduction in General Fund support (\$450,000) for a total estimated budget of \$6 million, about a 30% reduction from the FY 2021-22 budget.<sup>21</sup>

With this assumption, the effective budget for the remaining Placer County Library system would be \$4.65 million, as the remaining \$1.35 million in general fund distribution covers the internal services charges directly payable back to the County. The County would be positioned to work out with any newly formed Tahoe area system the degree to which the historic retirement obligations would be pushed to Tahoe, if at all. If a newly formed Tahoe-area system did not assume some of this burden, it would further disproportionately impact the Placer County Library system as a whole.

There is no question this option would be incredibly challenging in the short term to both Placer County Library and the newly formed Tahoe Basin organization. It should be noted that there is the potential for long term benefit, as a new balance would be created in the

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<sup>21</sup>County staff helped with these financial amounts, providing details on what could be understood to be the county library tax revenue for the service area of the Tahoe City and Kings Beach locations. See Appendix H in this report.

county, allowing south- and mid-Placer library locations to standardize access and potentially better serve those communities.

### Financial and operational analysis

Using the model budget developed as part of this report (see Appendix A) it is unequivocally clear that a \$4.65 million budget would call for a contraction of multiple parts of the budget by roughly 30% in order to close the budget gap. The Tahoe area withdrawal, which involves two smaller Placer County Library outlets, would have a disproportionate impact on the rest of the system.

Basic directions for financial adjustments are described in the bulleted list below. Round numbers are used to estimate the impact. More granular tracking of expenses would result in more accurate estimates. However, these amounts and their operational consequences paint a clear enough picture of the negative impact of this option on the balance of Placer County Library.

- **Reduce staffing 40%** by a target of 20 FTE, with 4.76 FTE reductions from Tahoe and Kings Beach. Using baseline average FTE staffing costs, the target for savings would be in the arena of \$1.64 million. To achieve this number, it's likely that another 10 FTE would need to be cut in all locations, and the number of locations would necessarily contract. In addition, administration and the materials division staffing would need to be reduced.

The option to fund the entire system within the current budget considered 5 staffed outlets at 50 hours per week as a strategic move to enhance how service is delivered with a constrained budget. **A 40% overall reduction in staffing related to a Tahoe Basin withdrawal would lower the number of Placer County Library locations to 3 or 4 with current staffing levels, resulting in fewer locations for the public and no increase in open hours.**

In addition, savings accrued at a system level due to the reduction in locations would not provide for the same redirection of funds in this option. Several locations would need to close in order to cover the difference between the \$1.64 million in savings and \$2.2 million drop in revenue drop. There would be no funds to redirect and reinvest in a new service model.

- **Reduce collections & content programming** by \$158,000.
- **Reduce the facilities budget by 10%**, since the square footage of Kings Beach and Tahoe are together about 10% of the Placer County Library system square footage. This yields about \$115,000 in expenditure cuts.



- **Eliminate the community programming budget until the year after a Tahoe withdrawal, in order to help ensure financial stability.** This saves just \$13,000 but also addresses the fact that with such immediate and drastic staff reductions, community programming will need to be put on hold until a reorganization is complete.
- **Reduce technology expenditures by 50%,** around \$250,000. This is likely to involve widespread decommissioning of hardware to create savings. The impact will be felt far beyond the Tahoe area.

**A Tahoe Basin withdrawal would be a severe blow to the Placer County Library, leaving no part of its operations unscathed.** There would also be additional costs in closing down locations, redirecting and consolidating resources among the remaining locations, and negotiating with a newly formed Tahoe area system about the Kings Beach and Tahoe locations and their related assets.

For example, Placer County Library may wish to negotiate an allocation of collections and equipment and transition to an alternate integrated library system (online catalog). These additional costs will be on the newly-formed organization to subsume, not only paying Placer County Library for the assets transitioning but incorporating large costs currently integrated into the overall library budget.

It is important to note that the Tahoe libraries will be required to contract or provide for their own IT, HR, finance, and facilities support as well as more major library infrastructure, such as delivery service, their own catalog, Wi-Fi and public access computer service, and more. This new entity would also need to fund a separate administrative infrastructure.

As the two current locations in the Tahoe Basin are county-owned and located in an area with a robust real estate market, it cannot be assumed that the existing properties would simply be transferred from the County to the new system, further adding to the development and start-up cost. It is unlikely that services in the Tahoe Basin could quickly or easily be stepped up; community members may go a year or more without consistent access to service.

Even if these challenges are resolved, and even if the current locations are transitioned to the new Tahoe Basin organization, it will be impossible for the new organization to spend \$2 million a year without additional significant investment in physical locations (see page 11 for a conceptual idea of budget). The locations as they stand do not have the capacity to house staff, collections, and programming to accommodate that level of spending responsibly. There is simply not enough room for the number of staff that might be paid from that amount, the shelving and space a \$200,000 collection budget (keeping in mind the 10% goal mentioned earlier) would require, or the number of concurrent visitors for programs and events.

The challenge to a newly formed Tahoe system is a complete loss of the economy of scale offered in a countywide system. The challenge to Placer County Library is that this would all be happening on the precipice of a major funding disruption.

**Governance**

For Placer County Library and its remaining facilities, the current governance structure as a county library with a dedicated tax base governed by the Board of Supervisors remains in place with this option. Some type of governmental entity would need to be in place to receive the property tax funds generated for library services in the Tahoe Basin that were previously allocated to Placer County Library. That is the concern not of Placer County Library but a newly formed Tahoe area system.



# RESOURCES

## Methodology

Constructive Disruption employed a full set of methodological tools to answer the basic question of this report, which is: How might Placer County optimize library services in a post-COVID world?

### Background review

Constructive Disruption reviewed the available documentation for Placer County Library for its current funding, governance, operations, staffing, and facilities.

- **Funding.** Reviewed budget information available for the current and preceding two years.
- **Governance.** Reviewed an array of governance models for library systems available, along with relevant sections of California's Library Laws.
- **Operations.** Reviewed statistical compilations for California Libraries available through the California State Library *Public Library Statistics Portal*. Reviewed an array of Placer County Library documentation representing strategic planning and its process, programs and services pre- and post-Covid, staffing levels, and incident reports (see *Resources Consulted*, page 89).
- **Survey.** Placer County Library engaged the community through two major survey efforts as part of its 2020-2025 strategic planning process. A re-analysis digests the data for significant trends that emerge to inform how the Placer County Library might optimize services in a way that is responsive to the community needs already tracked, even if those have limitations.

### Facilities

Group 4 toured six of Placer County Library's public service outlets in early December 2021 to observe current conditions related to library service, operations, and customer experience. Group 4 also visited three sites identified by the County as potential alternative library venues for North Lake Tahoe communities. Representatives of Placer County Library administration and the County's Capital Improvements Division accompanied Group 4 for the tours.

The Auburn and Rocklin libraries were open to the public and providing service to customers during the tours, and staff in these branches were invited to share their observations about how each building serves the community. The other four smaller branches were closed during the tours. A staff member who works at the Tahoe Libraries shared her thoughts about the Kings Beach and Tahoe City libraries during a phone call with Group 4 the following week.

### Engagement

Virtual community engagement techniques involved an extensive mix of tools and strategies to collect perspectives and ideas for qualitative analysis. The philosophical approach of Constructive Disruption is oriented toward capitalizing on aspirational thinking while also recognizing existing constraints and barriers.

Community input was gathered through virtual focus groups and town hall style meetings and also remote one-on-one interviews. Techniques deployed in these engagement sessions were: community mapping, application of the International Association for Public Participation's *Public Participation Pillars*, the Harwood Institute *Turning Outward* process, verbal and non-verbal brainstorming methods designed for individual and group use, and the application of *Principles of Design Thinking*. As an example, the slide deck used for the town hall with compiled community input from the session, is included in Appendix G.

### **Statistical reference points and sourcing**

Throughout this report, when highlighting statistics related to the libraries in Placer County and other jurisdictions in California, the following protocol was used:

- Service population reflects the number certified in June 2021 by the California State Library;
- Budget numbers reflect the most recent, published data, in most cases fiscal year (FY) 2021-22. The differences in recent fiscal years for most libraries in California are minimal so that comparisons based on previous fiscal years are similar.
- Service statistics, such as the visit, collection, and circulation figures in the tables, are from the 2018-19 certified California State Library Statistics, representing the last full year of statistics that have not been impacted by service changes required by the COVID-19 pandemic. These statistics give a fuller picture of use and demand for an important selection of the Library's services.

Regarding statistics, Constructive Disruption used those numbers publicly available in the California State Library's statistical information, reflecting what was reported by Placer County Library to the State Library during that time period.



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## **About Constructive Disruption**

Constructive Disruption (<http://www.constructivedisruption.info>) is a woman-owned consultancy based in Oregon focusing on strategy work for local government and libraries. Our planning processes are built with a collaborative, future-focused mindset at the heart; our strengths-based, human-centered approach sets our consultancy work apart.

Our consultancy functions as a cooperative, bringing together expertise tailored to our projects. Our team members are located across the United States; we pool our knowledge and experience in the belief that collaborators with different viewpoints create superior end products. For the Placer County Library Services Study, our team included:

- **Stephanie Chase** (she/her). Stephanie has more than 20 years of experience in public libraries on both the east and west coasts, having served as a library director or in executive leadership in small and rural public libraries as well as at Multnomah County (OR) Library, The Seattle Public Library, and the Hillsboro (OR) Public Library. Stephanie is the Founding Principal of Constructive Disruption and currently the Executive Director of the Libraries of Eastern Oregon, a 15-county resource sharing cooperative, and serves on the Public Library Association's Board of Directors.
- **Maria Estrella** (she/ella). Maria's career history includes twenty-one years of professional experience, working at a five-star rated urban-research library system, and five years of professional expertise in a special horticultural library at the Cleveland (OH) Botanical Garden Eleanor Squire Library. She is currently a Dyad Public Services Manager for the Cleveland (OH) Public Library. She had the esteemed honor of receiving the 2021 REFORMA Dr. Arnulfo D. Trejo Librarian of The Year Award, and holds a certificate in Diversity and Inclusion from Cornell University.
- **Jill Eyres** (she/her). As a Senior Associate at Group 4 Architecture Research + Planning (<https://g4arch.com/>), based in South San Francisco, CA, Jill specializes in planning, programming, and research services for community facilities. In her projects, Jill helps clients and communities tell the story of their vision, values, and needs – with clear and compelling findings and recommendations that are easily communicated. Jill works with clients, designers, and communities to establish a strong foundation for service and impact within project-specific parameters and opportunities. Constructive Disruption is thrilled to have been able to work with Group 4 on the Placer County Library Services Study.
- **Cindy Fesemyer** (she/her). Librarianship is Cindy's second career. After 14 years managing non-profits, she earned her MLIS from UW-Madison in 2012. Helping information organizations see the big picture as they strive for equity and social

justice is Cindy Fesemyer's passion as the Principal of Fesemyer Consulting, LLC. Previously, she served seven years as Director of the Columbus Public Library (WI), named a finalist for Library Journal's 2017 Best Small Library in America and the Wisconsin State Library as their first Adult and Community Services Consultant. She is a Trustee for the Madison (WI) Public Library.

- **Judah Hamer** (he/his). Judah Hamer has deep experience in public and school libraries, with a career spanning over three decades. His areas of expertise are organizational development, knowledge management, and interactional analysis. In addition to more than 30 years in library service, Judah has taught extensively at the School of Communication & Information, Rutgers University (NJ) and is currently Vice President, Operations and Human Resources at Bandujo Advertising + Design, New York City.
- **Susan Hildreth** (she/her). Susan brings an incredible and enviable amount of experience to the Placer County project, particularly in California public library organization, having served as the Placer County Librarian from 1988 to 1991, the California State Librarian from 2004 to 2009, and as the Administrator for the NorthNet Library System in 2015 and 2016. In addition, Susan is a former Fellow of the Aspen Institute Dialogue on Public Libraries and served as the director of the Institute of Museum and Library Services (IMLS) from 2011 to 2015.

**We believe in working together to break down barriers to progress.**

### **About Group 4**

Group 4 is a national leader in public library planning and design. For more than three decades we have been designing libraries that are vibrant community destinations for discovery, culture, creativity, collaboration, and civic engagement. Group 4 provides a full range of architectural, interior, and signage/branding design as well as long-range strategic and master planning services. Our engaging process has resulted in many innovative, achievable plans and award-winning libraries crafted to serve their communities well into the future. Based in South San Francisco CA, Group 4 has satellite offices in Seattle, Philadelphia, and Lexington KY. We are active in professional organizations such as the California Library Association, the Public Library Association, the American Institute of Architects, and the Environmental Design Research Association.





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## Appendix: Placer County Library Operational Budget 2021-22

### 2021-22 Budget

### REVENUE

General Fund Contributions - Placer County **1,601,045**

#### ***Taxes***

Current secured property	5,844,893
Delinquent secured property	-2,600
Pass-through property taxes	104,602
Unitary and Op Non-unitary property	149,562
Delinquent supplemental property	110
Current supplemental property	163,279
Delinquent unsecured property	1,582
Current unsecured property	132,564
Railroad unitary property	4,281
Residual property taxes	212,511
Other taxes	2,358
State Homeowners Property Tax Relief	38,500
Contributions from other funds	268,192

***Taxes subtotal*** **6,919,834**

#### ***Other***

Donations	25,000
Forfeitures & penalties	25,000
Aid from all other agencies	12,000
State Aid - Library	58,000
Investment income	12,000
Rents and concessions	500

***Other subtotal*** **132,500**

**TOTAL: 8,653,379**

### EXPENDITURES

#### **County & Other**

Transfer Out A-87 Costs	621,185
Professional and Special Services - County	1,539

***County & Other*** **621,185**

#### **Administrative**

Employee Benefits Systems	60,005
Professional and Special Services - General	60,000
Insurance	24,204
Printing	72,791
Other Supplies	100,044
Transportation and Travel	78,433
Postage	9,904

***Administrative Expenses Total*** **405,381**

**Facilities - Carrying costs**

Utilities	414,739
Maintenance	107,500
Maintenance - Building	523,441
Rents and Leases - Buildings & Improvements	9,000
<b>Facilities Total</b>	<b>1,054,680</b>

**Staffing**

<b>Salaries and Wages</b>	2,804,582
Extra Help	40,000
Overtime and Call Back	15,000
Payroll Tax	466,500
<b>Salaries and Wages Total</b>	<b>3,326,082</b>

**Benefits**

Employee Group Insurance	596,000
Cafeteria Plans (Non-PERS)	163,516
Workers Comp Insurance	8,852
401 (k) Employer Match	3,001
Employee Paid Sick Leave	1,500
Professional / Membership Dues	5,000
<b>Benefits Total</b>	<b>777,869</b>

**Retiree obligations**

Retirement	1,112,810
Other Postemployment Benefits (OPEB)	210,212
<b>Retiree obligations Total</b>	<b>1,323,022</b>

**Technology & Equipment**

Communication Services Expense	95,000
Professional and Special Services - Information Technology	411,373
Equipment	100,000
<b>Technology Total</b>	<b>606,373</b>

**Collections & Content**

	537,428
Print	270,219
Digital/electronic	186,165
Serials/magazines	21,228
Other	59,762
<b>Collections &amp; Content Total</b>	<b>537,428</b>

**Community Programming**

267,209

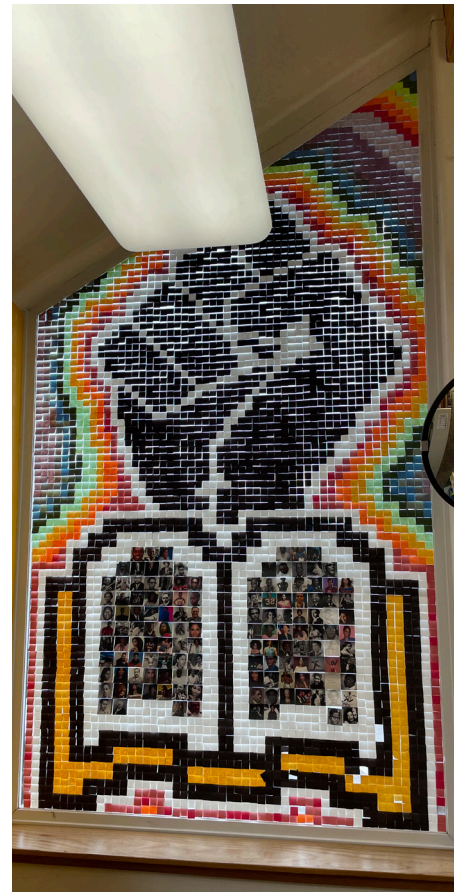
**TOTAL 8,652,020**



# Placer County Library Services Study

## Appendix B: Facility Observations

FINAL REPORT







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## INTRODUCTION

In fall 2021, Placer County commissioned the Constructive Disruption team to explore and evaluate models of sustainable library service delivery for Placer County communities. The study scope included financial, operations, governance, facilities, and potential partnership considerations as well as stakeholder and community perspectives.

Group 4 Architecture, Research + Planning, Inc. led the evaluation of selected Placer County Library facilities relative to best practices for 21st century libraries. Group 4 also visited three County-identified potential sites for alternative library venues. This Appendix summarizes Group 4's observations and analysis for the purpose of informing the Constructive Disruption team's Library Services Study.

Given the limited nature of the facilities scope, this study and Appendix report cannot take the place of a more comprehensive and complete needs assessment or master plan for library facilities in Placer County. It also is not a feasibility or design study for any PCL building(s). The Constructive Disruption team did not include professional engineers or a construction cost consultant – all of which are recommended for Placer County's due diligence and decision-making about the future of its library facilities.

## METHODOLOGY

Group 4 toured six of Placer County Library's public service outlets in early December 2021 to observe current conditions related to library service, operations, and customer experience. Group 4 also visited three sites identified by the County as potential alternative library venues for North Lake Tahoe communities. Representatives of Placer County Library administration and the County's Capital Improvements Division accompanied Group 4 for the tours.

The Auburn and Rocklin libraries were open to the public and providing service to customers during the tours, and staff in these branches were invited to share their observations about how each building serves the community. The other four smaller branches were closed during the tours. A staff member who works at the Tahoe Libraries shared her thoughts about the Kings Beach and Tahoe City libraries during a phone call with Group 4 the following week.





## SUMMARY HIGHLIGHTS

- The PCL facilities toured in December 2021 were observed to be neat, tidy, and well-maintained.
- The Rocklin and Auburn libraries can support modern library service and appear to be worth continued investment.
- The current Kings Beach Library building is too small to meet the community's needs for modern library service. Developing expanded space and services at an appropriate alternate location within Kings Beach would better serve the community.
- The Tahoe City Library space is crowded with collection materials at the expense of space for people and programs. Should the County need or want to move the Tahoe City Library out of its current building, both the Bechdolt Building and the Dollar Drive site offer opportunities for improved and potentially expanded space.
- PCL should evaluate less expensive strategies for delivering collection materials to the Applegate and Penryn communities than providing staffed branches.
- Additional study is needed to address some of the questions that this Library Services Study has not been able to answer, such as the size, program, preferred development strategy, and project budget for a relocated Kings Beach and/or Tahoe City Library.





## BEST PRACTICES FOR 21ST CENTURY LIBRARY FACILITIES

This section describes some general themes and characteristics of the modern libraries in Placer County Library's network and in other library systems. More detailed notes on six of PCL's branches are included in the next section of this report.

### RESPONSIVE TO THE COMMUNITIES THEY SERVE

Modern libraries are responsive to the needs, priorities, and values of the communities they serve. Not every library offers all services in the same proportions or in the same way. Rather, libraries prioritize the services that are of the highest value to their communities. High-circulating branches provide generous space for collection display and browsing along with space for other programs and services. Lower-circulating branches dedicate more space for technology, programs, gathering, and other services that are of higher interest in their communities – particularly where space may be limited.

Modern libraries leverage technology to extend access and streamline operations. For example, the Rocklin Library has long empowered customers to grab materials and check them out quickly at self-service stations, leaving staff free to provide personalized assistance to other patrons. PCL's recent systemwide implementation of RFID and imminent installation of an automated materials handling system at Rocklin should also improve return-to-shelf times and reduce staff time spent processing returns.

An increasing number of libraries are also using technology solutions to enhance convenience and expand equity of access outside of regular open hours. Book locker systems can be used for holds pickup and returns; some also provide a touch screen for searching the library's catalog. Libraries are also implementing systems that give customers access to services – holds, group study and meeting rooms, and even computers and public seating – with the swipe of a library card. PCL may want to consider such strategies to supplement collection access in other community locations and/or as an alternative to branches such as Penryn and Applegate, where library use pre-COVID was low and mostly for materials pickup and return.



## PLACES FOR PROGRAMS

Libraries in the 21st century are vibrant community destinations for library programs and services that enrich people's lives — storytimes, homework help, literacy tutoring, DIY classes, book clubs, crafting and cultural programs, and a wide variety of other offerings for lifelong learning and entertainment. Modern library facilities support such diverse programming with flexible, well-equipped spaces in a range of sizes — from small group study rooms to large meeting rooms.

Libraries are also essential places for the community to gather for civic, cultural, and celebratory events. Modern library meeting spaces are easy for people to use with minimal staff assistance — providing plug-and-play AV systems, furniture that is light and easy to move, and plenty of space to stow away furniture that's not needed. It is also beneficial for the meeting room to be independently operable from the rest of the library.

Outdoor spaces can increase the library's ability to host events, meetings, and programs — which is especially important in the "new normal" brought by COVID-19. The Auburn Library's meeting room is reported to have been "wildly popular" pre-COVID because it could be used even when the library is closed. The new sunshade, seating, and other recent patio improvements will further expand and enhance the Auburn Library's programming capacity and community appeal.





## PLACES FOR PEOPLE

Modern libraries are open, comfortable, and inclusive. They continue to welcome visitors seeking a traditional place to read, work, and reflect. Even in a library bustling with programs and activities, people looking for a quiet place can still find one,

Visitors of all shapes and sizes can find places and seating that meets their needs and preferences. Wayfinding and navigation are clear and intuitive, and signage considers customers who may not read English well. Barriers to mobility are low, ensuring easy access not only for customers in wheelchairs but also for families with strollers.

Access to power and wifi is a critical need around the clock in many communities. Inside, modern libraries provide robust wifi and plenty of “convenience” power for customers to use with their own devices. Strategies such as courtesy solar-powered charging stations allow the community to charge their devices outside the library during non-service hours. Communities also benefit from wifi service that extends out beyond the library building’s walls and can be accessed 24/7.

Welcoming and comfortable libraries, like Placer County’s, are well maintained. Day-to-day custodial and cleaning is important to demonstrate the level of care that libraries have for their customers – as is keeping up with the life cycle maintenance needs of the building, finishes, and systems.





### LIBRARIES IN THE TIME OF COVID

COVID-19 has put many communities' library facilities to the test. The good news is that many 21st century library design best practices have served their communities pretty well during the past two years. Some of these best practices include:

- Large, open layouts with furnishings that can be easily rearranged as needed, such as for social distancing, modified staffing and operations, etc. Flexible power and data access further simplify the process of modifying spaces to meet changing occupancy requirements and evolving best practices for COVID-safe operations.
- Soft furnishings are still an important part of providing comfortable and accessible choices for diverse preferences and body types. The healthcare industry has long been developing softer furnishings with fabrics and finishes that can be easily cleaned and disinfected (like the new lounge-type chairs at the Tahoe City Library). Antimicrobial surfaces are advantageous where possible.
- Over the past 15 years, consumer technology devices have become increasingly affordable and libraries have diversified the types of technology they provide to their customers. Libraries are trading in many of their long banks of side-by-side computer stations in favor of more quad and pod arrangements (such as those that PCL is purchasing). The pods can easily include dividers between for COVID safety as well as privacy. Modified pods are also possible to support collaborative computer use, such as in children's areas.
- Even before COVID, libraries have been moving away from large tables and toward more one- and two-person reader table options. The smaller options are often lighter and more flexible, and can be pushed together or apart more easily for different group sizes (and for social distancing).





## CURRENT PLACER COUNTY LIBRARY FACILITIES

This section summarizes the existing state of six PCL branches based on Group 4's tour observations, conversations with Library and County staff, and limited review of available information and documents. Unless otherwise noted, service and space statistics in this section are taken from the California State Library's 18-19 data set.

### GENERAL OBSERVATIONS

#### PCL'S BRANCHES ARE WELCOMING AND PLEASANT

Placer County Library's facilities reflect the pride and professionalism of its staff and the care they have for the communities they serve. While the aesthetic of some of the older buildings may look a bit dated, they are clean and tidy inside and out. Staff are centrally located and easy for customers to find. During the tours the buildings appeared to be generally in good repair.

#### AUBURN AND ROCKLIN LIBRARIES SUPPORT MODERN LIBRARY SERVICE

PCL's two biggest branches, Rocklin and Auburn, both provide an overall good balance of space for people, programs, and physical collections; generous space for children and teens; a variety of places to sit, read, and work alone or with others; and a meeting room that can be used outside of normal library hours. They also have the space and potential to adapt and change over time to meet changing community needs. Both appear to be good investments for Placer County and should continue to support good library service into the future.





#### KINGS BEACH AND TAHOE CITY LACK SPACE FOR PEOPLE AND PROGRAMS

According to California State Library FY19 data, the two Tahoe libraries hold nearly 10% of PCL's collection – despite providing less than 8% of PCL's systemwide square footage and accounting for less than 6% of PCL's overall circulation. The collection's large footprint in these small branches is at the expense of space for people to read, work, and collaborate. New furniture in the Tahoe City Library is attractive and comfortable, but seating in the branch is still low. Kings Beach has fewer than 10 reader seats, most of which are crowded around two tables.

Staff report that more programming is needed in both communities — particularly for underserved populations including the Latine community, teens, and seniors. High community demand for affordable meeting space for gatherings and events is also reported — particularly in Kings Beach.

Yet neither of the Tahoe libraries provides dedicated space for meetings and programs. Tahoe City's children's library can accommodate small groups of kids for programs; programming for teens and adults must be held in the main reading room. Kings Beach is a one-room library (a converted small single-family dwelling); any and all programs inside are squeezed around and into the stacks. Kings Beach has outdoor space that can be used for programs during pleasant weather, but the Tahoe City Library does not. Community requests for meeting space cannot be accommodated in either branch during or after library open hours.

Within their current buildings, the Tahoe libraries' physical collections would need to be significantly reduced in order to free up space for people and programs. That said, even if its collection were removed entirely, the current Kings Beach Library building would probably still be unable to meet community needs and priorities.





Alternative venues and expanded space for one or both of the Tahoe libraries could potentially be developed through tenant improvement of existing buildings, new construction, and/or partnerships. Three case study examples of alternative sites are discussed in the Potential Alternative Library Venues section later in this report.

#### **PENRYN AND APPLGATE ARE DELIVERING LOW RETURN AT A HIGH COST**

Like the Tahoe libraries, the Applegate and Penryn branches also hold a disproportionate amount of PCL's collection relative to both their small size and low circulation rates. According to California State Library FY19 data, both of these branches have more than six physical volumes for every square foot of library space — a ratio topped within PCL's network only by Kings Beach.

However, unlike at the Tahoe libraries, demand for people and program space at the Applegate and Penryn libraries is reported to be low. Pre-COVID, even the most creative and well-publicized library programs didn't attract much community interest. Many library visits were transactional and brief — just long enough for customers to pick up holds or return borrowed materials. Day-to-day foot traffic at Penryn was so low that it was hard to justify the expense of having more than one staff member in the branch.

The cost of maintaining and operating the Penryn and Applegate buildings (and the cost of leasing Penryn) seems high relative to the value they are providing. PCL must find more cost-effective ways to provide access to physical materials for these communities.





### APPLEGATE LIBRARY

The Applegate Library is owned by Placer County. It was built in 1987 and is approximately 1,800 square feet in size. According to the California State Library, in 2019 the Applegate Library provided 18 seats, two public computers, and a collection of about 12,000 physical items. The Applegate Library has been closed since March 2020 due to COVID-19 restrictions.

The single-story, free-standing building is not very visible from Applegate Road. It is set way back behind other buildings and there is little identifying signage. (Someone has painted an arrow pointing back to the library on the side of one of the buildings closer to the road.) It is unlikely that any passersby would notice the Applegate Library unless they were specifically looking for it. Once visitors do find their way to the site, there appears to be plenty of parking even though it may be shared with adjacent buildings.

Inside, the Applegate Library is mostly one open room, with a low ceiling that makes the space feel even smaller than it is. It is neat, tidy, and remarkably well organized given how much furniture and shelving are packed into it. Staff have added colorful displays and decorations to enliven the interior. There is no enclosed meeting or collaboration space.



18018 Applegate Road, Applegate CA 95703





Before March 2020, staff report that many visits were simply to pick up holds or return borrowed materials. Even so, circulation through the Applegate Library made up less than 3% of PCL's overall circulation in 2019 — less than any other branch except for Penryn. PCL must be able to find a more cost-effective way to provide access to physical materials for the Applegate community, such as through expanded mobile services, holds lockers, etc.

Over the course of the 18+ month closure, some of Applegate's collection and seats have been relocated to other PCL branches. PCL reports that it hasn't received many inquiries from the community about when the Applegate Library might re-open.







### AUBURN LIBRARY

The Auburn Library was built in 1972 on a central library model: a large public service outlet that also has space for administration and systemwide support. Fifty years later, it still serves as the central hub of the PCL system, housing Materials Management, Library Mobile Services, and other systemwide functions. Library Administration moved into another building in the Government Center campus four or five years ago, but the Fiscal Administration team recently moved back into Auburn Library's upstairs space.

The Auburn Library building is about 21,000 square feet, with approximately 16,000 square feet dedicated for public service (about the same as the Rocklin Library). All of its public service areas are on one level. The main space is large and open, offering good sightlines for both staff and customers. From the main entrance, the children's and teen areas are easy to spot, and visitors can quickly see where they need to go to find a seat or access collection materials. The main service desk is centrally located to support a roving staff model, and is easy for customers to find as well.

The meeting room and restrooms are located together so that they can be used even when the library is closed. Pre-COVID, the meeting room is reported to have been very popular for after-hours community use. It opens directly onto the library's fenced-in patio, which has recently been updated to include a large shade structure that will almost certainly increase the



350 Nevada Street, Auburn CA 95603







appeal of the meeting room once it's reopened for business. Unfortunately, the meeting room does not have enough storage for all of its furniture, so tables and chairs are stacked along the sides of the space — reducing its functionality and capacity.

The other 6,000 square feet of the Auburn Library's 21,000 square feet is for systemwide services. A very neat and well-organized space on the north side of the building houses PCL's Materials Management team including technical services and central processing. It also houses the Mobile Services team's work space and collection. With an awkward connection to the service driveway and without a dock or leveling system, this area is not well designed for the volume of materials that move through this building daily. (These functions are intended to move to another, more suitable location within the next few years.)

The Auburn Library is scheduled for a renovation within the next few years to modernize library service, address deferred and ongoing life cycle maintenance needs, and ready the building for the next 50 years of service.







### KINGS BEACH LIBRARY



301 Secline Street, Kings Beach CA 96143

The Kings Beach Library began its life as a small residential bungalow built in 1940. It was donated to Placer County in the late 1980s, and has been serving the Kings Beach community as a library ever since. At just under 1,400 square feet, it is PCL's second-smallest branch library. And other than a single-occupancy restroom and a small amount of storage, it is an all in one open space.

The Kings Beach community is more diverse than other eastern Placer County communities, with a relatively large Latine population in particular. Library staff report that what the Kings Beach community needs most is space for people and programs — a place to access computers and wifi, to get tax and citizenship help, to participate in literacy classes and ELL programs, and to build social connections with friends and neighbors. There is also a high demand for affordable space for community meetings and gatherings.

But space in the tiny Kings Beach Library is dominated by its physical collection. This branch has the highest number of volumes per square foot of any PCL facility. Its shelving is densely packed with nearly 10,000 volumes — a disproportionately large number relative to both the library's size and its annual circulation.

There is very little seating for customers (fewer than 10 chairs were counted at the time of the tour) and only three public





computers are provided. There is a small area with a few little chairs and materials for children. The teen area is little more than a sign on the wall above the stacks.

The site around the Kings Beach Library building is mostly flat, and is used for programming outdoors during pleasant weather. The site is within a wetland area, which may be part of the reason that adjustable jacks are reported to have been added underneath the building at some point. (The jacks may also have been needed to support the weight of library shelves filled with books, which are a much heavier load than single-family residences are typically built to carry.)

Simply put, the current Kings Beach Library isn't well-suited for delivering modern library service. PCL should look for opportunities to relocate into expanded space that would better support the services needed by the Kings Beach community (see the Potential Alternative Library Venues section later in this report).

If Placer County were to decide to keep the Kings Beach Library in its current building, PCL should assess the feasibility of updating the interior as flexible space for people, programs, and gatherings. This would require moving some or all of the browsable collection out of the building; access to materials could be provided through supplemental methods (e.g., expanded mobile services, holds lockers, etc.). Any redesign study for the current Kings Beach Library should include a structural assessment (at a minimum) to identify the requirements and costs of retrofitting the building.

PCL could also explore the possibility of delivering library programs in appropriate partner space(s) – for example in a meeting/conference room in the Kings Beach Center and/or a local community/recreation center. It could locate library kiosks, lockers, etc. to supplement access to physical materials in community location(s). Such strategies would have implications for staffing and operations (for example, if programming were to be managed by Mobile Services).





### PENRYN LIBRARY

The Penryn Library occupies space on the first floor of the Penryn Masons building, which dates back to 1878 — not long after the election of Rutherford B. Hayes as the United States' 19th president. The Penryn post office occupies the adjacent tenant space on the first floor, and the Penryn Masons occupy the upper floor.

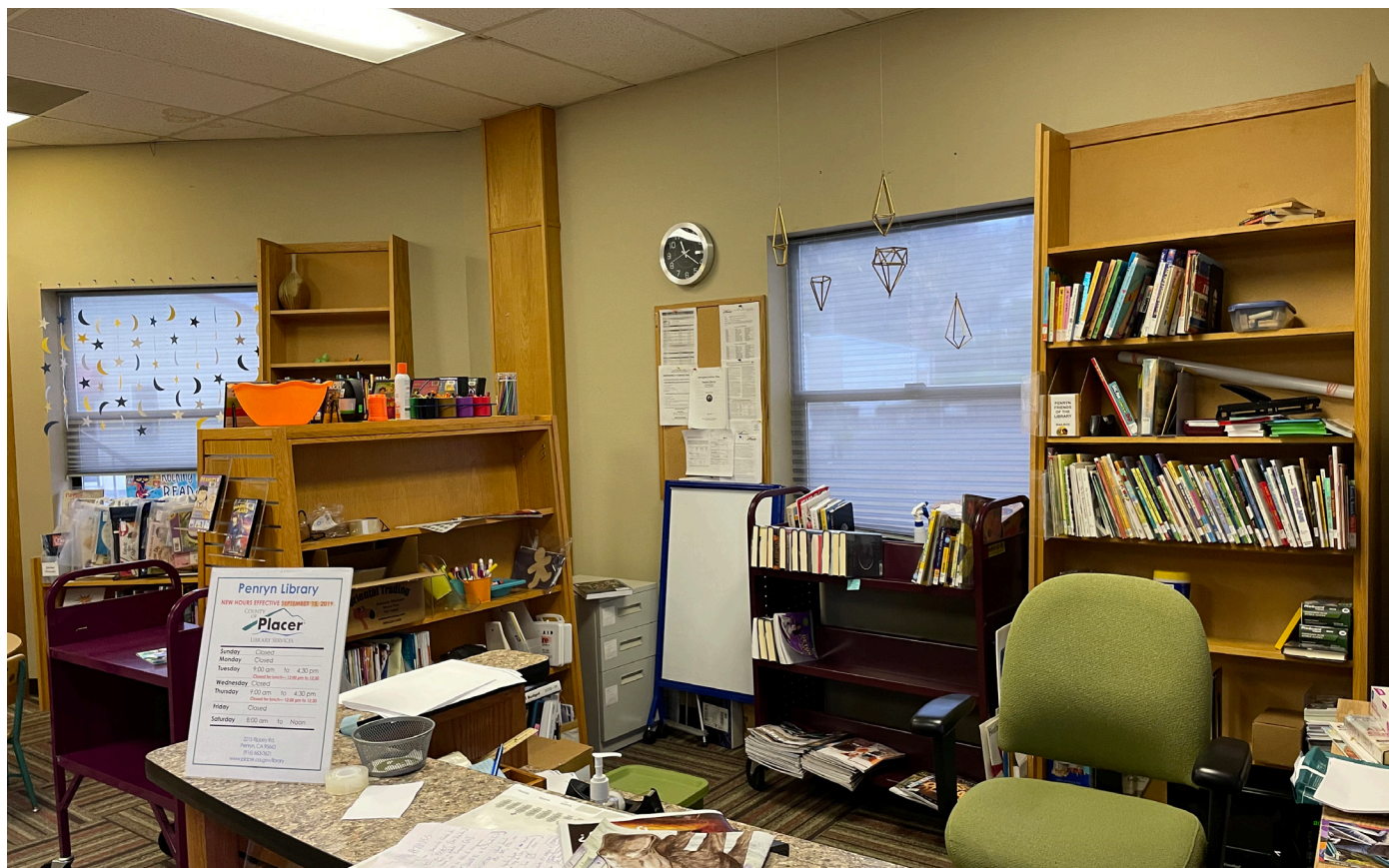
The original building was clearly expanded at some point and ramped access was added from the small parking lot to the front doors of the library and the post office. It would be more difficult for someone with a wheelchair, a walker, or even a stroller to get to the library's front door from street parking.

At less than 900 square feet, the Penryn Library is the smallest branch in PCL's fleet. A restroom and a small storage closet are the only enclosed spaces. Otherwise, its 11 reader seats, two public computers, and collection of about 5,100 physical items are all in the same open space. A big service desk provides the only place for staff to work. For all of this, Placer County pays the Penryn Masons about \$550 per month — the highest lease payment of any PCL branch.



2215 Rippey Road, Penryn CA 95663





Staff report that before the COVID closure in March 2020, most visits to the Penryn Library were to pick up holds or return borrowed materials; even so, circulation through this library in 2019 was lower than at any other PCL branch. Staff made a concerted effort to create and publicize programs to attract more people into the library, but they received little interest or attendance. Day-to-day foot traffic at Penryn was so low that it was hard to justify having more than one staff member in the branch at a time.

The cost of leasing, maintaining, and operating the Penryn Library space seems high relative to the level of service it is providing. PCL may be able to find a more cost-effective way to provide access to physical materials for the Penryn community, such as through expanded mobile services, holds lockers, etc.





4890 Granite Drive, Rocklin CA 95677

## ROCKLIN LIBRARY

The Rocklin Library is the newest branch in the PCL system and is considered its best example of a modern library facility. The building was originally constructed in 2004 for office/commercial functions, and was converted for library service in 2010. The building is owned by the City of Rocklin and leased to PCL for \$1 per year on a 10 year lease.

On the first floor of the Rocklin Library, customers can find new materials and holds, a generously-sized children's library, the community meeting room, and the Spanish language collection. Upstairs are the teen and general library collections, public use computers, and a variety of work and lounge seating options.

Conventional library planning wisdom says that multi-story branch libraries are more challenging to operate than single-story ones. However, Rocklin staff interviewed on the day of the tours said they like having children on a different floor from teens and adults. Not only does it provide some acoustic separation, but it also makes it easier to tell when someone is in the children's library who perhaps shouldn't be. They do wish that public restrooms were available on the second floor as well as the first floor.

Rocklin has the lowest number of books per square foot of any PCL branch – which is why it can provide more space for people and programs than more densely-packed branches. There is





a lot of tall shelving that is not full; there may be opportunities to cut some of it down for better interior sightlines, and/or to remove a few stack units to make even more room for people. Staff would like more programmable space as well as some enclosed group study and collaboration spaces; to this observer's eye, it appears that this might be possible within the layout of either or both floors. (Focused study of the building's structure and systems would be required to verify the feasibility of adding enclosures.)

Interior spaces at the Rocklin Library are inviting, tidy, and pleasant. Finishes appear to be generally in good condition. Copious windows bring nice light into the library. They also provide views to the pleasantly landscaped areas outside — including Rocklin's old quarry pond and the various birds and wildlife it attracts.

On both floors, seating is mostly provided around the perimeter of the space while tall stacks are grouped in the middle. Staff said that their roving model was enough to provide adequate supervision of the space, and they haven't had significant problems. They felt that it is more important for customers to enjoy the light and views from the windows than to be easily seen by staff from the desk.

Back-of-house work areas for staff at the Rocklin Library are divided between the two floors as well. Exterior book drops deposit materials directly into the very orderly sorting room on the first floor. An automated materials handling system is scheduled to be installed soon (if it hasn't already) to help manage returns at PCL's second highest-circulating branch. Most other staff work areas are upstairs, including the branch manager and program staff. Staff did not have negative things to say about the divided work space, but they probably would choose to have the children's librarian on the same floor as the children's library if they could.





740 N. Lake Boulevard, Tahoe City CA 96145



### TAHOE CITY LIBRARY

The Tahoe City Library occupies about 3,300 square feet on the lower level of a two-story office building constructed in 1976 on the lake side of Lake Boulevard. The library's ground floor space is not visible from Lake Boulevard. Despite signage along the street, it is easy to miss the library's driveway — as more than one member of our group did on the day of our tours.

The library is at the bottom of a somewhat steep driveway that can be treacherous in icy conditions. Parking is shared not only with other tenants in the same building, but also with other nearby commercial buildings; staff report that in high tourist season, it can be hard for library customers to find a place to park. All of this also creates accessibility challenges for customers in getting from the street to the library's front door.

Inside the library's main space, natural materials like wood and stone create a warm and cozy feeling. Displays of local historical photos, newspaper clippings, the "Tahoe collection," and other art and artifacts show the library's strong community roots — as do several bronze plaques memorializing Tahoe City residents who are long gone but not forgotten. Live plants and a wood-burning fireplace turn the reading room into a community living room.

The children's library is in a separate space at the east end of the building. It has a higher ceiling than the main reading room and copious windows that bring in light and offer views of Lake





Tahoe. It has a lot of relatively tall (for children) and fairly full shelving, but still provides room for reading nooks and a storytime area that is reportedly big enough on most days.

Staff report that technology classes, poetry nights, and other programs are very popular at the Tahoe City Library. More programming would be beneficial, particularly for underserved populations including the Latinx community, teens, and seniors. There is also a need for affordable community meeting space that is more “neutral” than what is available at the County building across the street (for example).

However, there is no dedicated space for programs at the Tahoe City Library. The old heavy furniture in the main reading room was recently replaced with pieces that are lighter and easier to move out of the way when needed for programs and gatherings. But it is still impractical to offer this space for community use either during or after library hours.

According to the California State Library, in 2019 the Tahoe City Library held more than 13,000 physical collection materials — more than might often feel comfortable in a branch of this size. In the reading room the collection has been pushed to the perimeter as much as possible in order to keep some open, flexible space for people in the middle. As a result, most of the shelves are pretty densely packed, and it might be challenging for new library visitors to quickly understand how the collection is laid out.

Placer County owns the condominium space that the Tahoe City Library occupies. Staff report that there may be interest among the other condo owners in selling — which raises the question of whether the County would want to stay in the building or move to a different location. A few options for moving the Tahoe City Library are described in the Potential Alternative Library Venues section later in this report.

Should the Tahoe City Library remain in its current space, PCL may want to assess the feasibility of an interior reorganization to reduce the physical collection’s footprint and free up more room for programming. It could implement library kiosks, lockers, etc. to supplement access to physical materials in easily accessible community location(s).

## POTENTIAL ALTERNATIVE LIBRARY VENUES

In early December 2021, Group 4 visited three sites identified by Placer County’s Capital Improvements Division as potential alternative library venues for North Lake Tahoe communities at that time.

This section describes these sites and some of the opportunities that they (or similar sites) might offer for improved library services in North Lake Tahoe. These are not necessarily the best or only opportunities available, but are useful case studies for exploring pros, cons, and possibilities. Following the discussion of each case study is a section about budgeting for different types of improvements.





## KINGS BEACH CENTER CASE STUDY

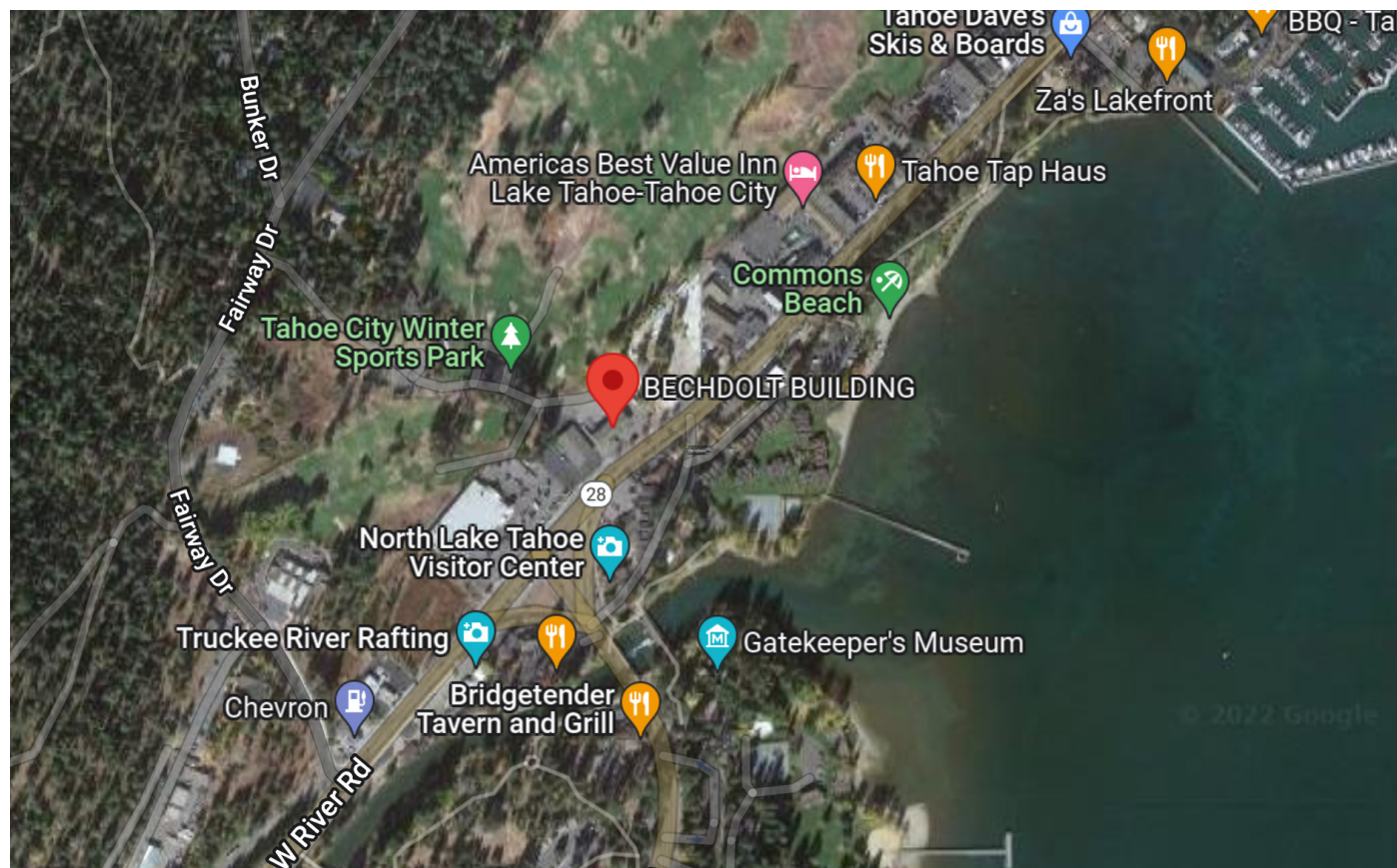
PCL should look for opportunities to move the Kings Beach Library into larger space that is better suited for modern library service. More focused study would be needed to determine the right size for an expanded Kings Beach Library based on community needs and PCL's operating budget.

The Kings Beach Center is a mixed-use redevelopment project planned for 3.5 acres of downtown land fronting North Lake Boulevard. Positive qualities of this site include its high-profile location, good visibility from the main road, and accessibility via transit. It is not clear what rights the County may have to include space in the proposed development for a new Kings Beach Library.

Retail space (in the Kings Beach Center or an alternate location) could be developed into flexible and vibrant space for people and programs. A browsing collection could be included if there is room to provide it comfortably. Otherwise access to materials might be provided via holds lockers (or similar method) if space is limited.







### BECHDOLT BUILDING CASE STUDY

Placer County owns the Bechdolt Building at 243 North Lake Boulevard in Tahoe City, near the intersection of Highways 89 and 28. It has many of the characteristics that are ideal for modern libraries, including a prominent location, good visibility from the main road, and accessibility via transit (there is a bus stop directly in front). It also appears to offer a lot of parking.

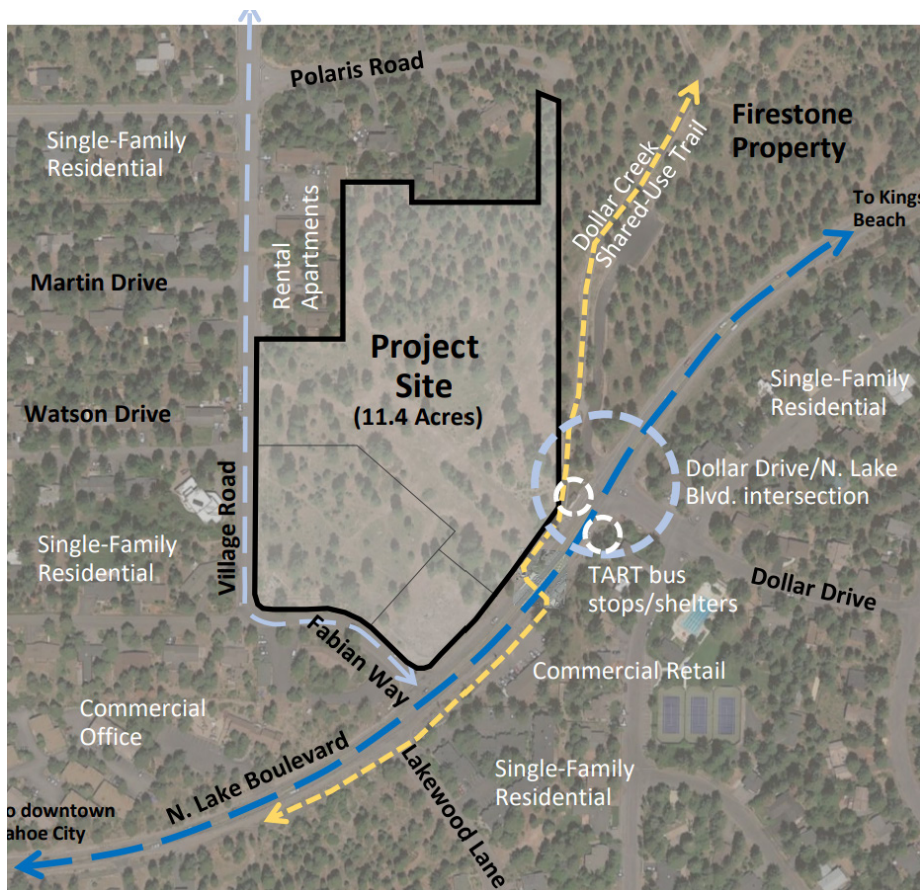
The Bechdolt Building is two stories. The ground floor was occupied by a single tenant (a bank) while the second floor has been divided into multiple smaller tenant spaces. There are exterior staircases to the second floor on both the front and back of the building but no elevator (which would be required if public services are offered upstairs). The building appears to have some deferred maintenance needs but detailed assessment was beyond the scope of this study.

The building's footprint appears to be comparable in size and general proportion to the current Tahoe City Library. The County could move the Tahoe City Library into either the first or second floors at more or less its current size of ~3,300 square feet. Or the County could choose to expand the library into both floors; this would roughly double the size of the current Tahoe City Library to ~6,600 square feet, but could potentially double the staffing costs if not carefully designed.

If the County has other tenants in mind for the Bechdolt Building, it may still be a good location for self-service strategies for library materials pick-up and returns, such as kiosks or lockers.

More focused architectural and engineering study would be needed to determine the feasibility, scope, and estimated cost of renovation and retrofitting the Bechdolt Building (or comparable building) to the County's standards for facility condition and public use.





## DOLLAR DRIVE CASE STUDY

The County owns 11 acres of undeveloped land north of Tahoe City along Route 28 at Dollar Drive. Planning for the Dollar Creek Crossing is still in progress, but affordable housing, neighborhood commercial services, and a recreation component may be high priorities for the new development. The Dollar Drive property could offer Placer County the opportunity to develop a larger, purpose-built library to support modern services.

The Dollar Drive property is more than two miles north of the current Tahoe City Library – outside of the Tahoe City limits. Were PCL to consider this site for a relocated Tahoe City Library branch, the Tahoe City community might perceive this as a loss for its downtown area. However, the potential for expanded services and spaces might be appealing enough to make up for the distance.

The Dollar Drive site is also more than six miles south of the current Kings Beach Library – about a 15 minute drive. In a scenario where a single library branch would be proposed to serve both Tahoe City and Kings Beach, the Dollar Drive site would likely feel very remote to the Kings Beach community.

Focused study would be needed to determine the right size for a new library at the Dollar Drive site (or any site) based on community needs and PCL's operating budget. Involving the community in dialogue about relocating library services to this site (or any other alternate location) would be recommended.

### ROUGH ORDER OF MAGNITUDE (ROM) BUDGETS

For the limited purpose of evaluating scenarios and comparing options for this Library Services Study, “rough order of magnitude” (ROM) construction budgets are suggested below. These ROM budgets are not based on any site-specific design work and have not involved the services of a professional cost consultant. The County should not rely solely on these ROM budgets for any capital planning.

ROM budgets exclude the following, which should be added using the County’s standard methodology:

- Site acquisition, demolition, development, and construction costs.
- Deferred maintenance/life cycle maintenance, accessibility upgrades, seismic/structural upgrades, and any other work required to bring an existing building into compliance with the County’s standards for facility condition as well as applicable codes and standards (e.g., ADA).
- Library FFE (shelving, furniture), technology, collection development, etc.
- Owner/project costs (e.g., design/engineering fees, permits, testing, moving, etc.)
- Design or project contingencies.
- Escalation.

Site-specific design services (including the services of a professional cost consultant) will be needed to confirm the scope and appropriate budget for any proposed project.

ROM Construction Budgets for:		Tenant Improvements*		New Construction**	
		\$200/SF	\$250/SF	\$900/SF	\$1,000/SF
TI to reorganize current KB Library	1,400 SF	\$ 280,000	\$ 350,000		
TI to reorganize current TC Library	3,300 SF	\$ 660,000	\$ 825,000		
TI Bechdolt Building - 1 floor	3,300 SF	\$ 660,000	\$ 825,000		
TI Bechdolt Building - 2 floors	6,600 SF	\$ 1,320,000	\$ 1,650,000		
New Library - TC Library size	3,300 SF			\$ 2,970,000	\$ 3,300,000
New Library - Rocklin Library size	15,000 SF			\$13,500,000	\$15,000,000
		* excludes acquisition costs; building maintenance/ retrofit/ upgrade costs; site development costs; library FFE and service elements; owner/project costs; contingencies and escalation.		** excludes acquisition costs; site development costs; library FFE and service elements; owner/project costs; contingencies and escalation.	

## Appendix C: Considering County-Wide Library Services Options

With the resources available, Placer County Library is challenged to meet the two biggest demands from across its service populations: more — and more consistent — hours, and more physical space in library locations, especially for quiet areas and for meeting and programming needs. Library stakeholders express a desire for up-to-date, responsive collections for browsing and borrowing, Wi-Fi and computer access, and options for a wide variety of children's programming in their communities.

When considering how to best optimize library services in Placer County, it is important to first reflect on the expectations and desires of the community being served. Constructive Disruption reviewed pre-existing customer data and built upon the themes expressed through a series of community engagement opportunities in late 2021 and early 2022. (For more on the engagement sessions, please see the Methodology section on page x). As noted in the previous section, Comparing Libraries in Placer County with Peers, the data collected through the surveying is limited in its capacity to inform next steps, as it does not reflect a broad cross-section of the community served.

Placer County Library engaged the community through two major survey efforts as part of its 2020-2025 strategic planning process. A survey titled *You Speak! We Listen! Library Survey* was completed by 821 respondents, and 90 on-the-spot survey interviews were completed using the Word-on-the-Street Questionnaire.

The following analysis digests the data for significant trends that emerge from these surveys. The most significant are:

- community members want more open hours to access services; and,
- access to content is the key mode of library engagement among those surveyed, and users want more content.

It should be noted that the traditional transactional role for a library is *not* everything the *community* wants; it is representative of what those surveyed want. Library service surveys in general are often skewed towards current library users, who often rank highly more of the services they are already using. More information is provided on the limitations of the current survey and engagement data in Limitations of Existing Placer County Library Data and Engagement on page x.

### ***A need for more open hours to access services***

Community feedback indicates a need to increase hours to provide the level of access to Placer County Library services desired by residents.

The *Word-on-the-Street Questionnaire* asked library card holders what one change Placer County Library should make to better meet their needs. The most cited change is a request for longer and more consistent hours across the county. This *Questionnaire* also sought input from those who do not use the library. The second most cited reason for not using the library is that the library needs to be open more hours (the first is a need to know more about Placer County Library services).

The *You Speak! We Listen! Library Survey* asked respondents to identify one change the Library should make to improve its community connection. The most cited change is to be open more hours, especially on Mondays. This *Survey* provided further insights, summarized below, because respondents were asked to identify their preferred times for the library to be open. Their options were mornings 10 am-12 pm, afternoons 12-5 pm, and evenings 5-7 pm. Respondents could make multiple selections.

A public call for 7-day service. Library locations are currently closed on Sundays & Mondays. Survey respondents consistently want to access library services every day of the week. Staffing levels would need to scale up to answer this call since it appears that Placer County Library is currently functioning on a 5-day/week staffing model.

Morning hours. 45% of respondents indicate that their preferred time for a location to be open is in the morning. The locations overall do offer some morning hours, typically opening at 10:00 or 10:30 am during four days of the week.

Afternoon hours. 60% of survey respondents indicate that their preferred time for a library to be open is from 12-5 pm. Four locations remain open until either 5 or 6 pm. Three of these locations (Auburn, Granite Bay, Rocklin) are in the more densely populated southeastern area of the county, maximizing library access per capita. However, this leaves the balance of the county with limited access during the most in-demand time. Just three additional locations have afternoon hours, and these close by 4 pm except for Tuesdays, when they're open until 6 pm. There is a need for scaling up hours (and likely, staffing) in mid-Placer and Tahoe Basin to provide afternoon hours consistently.

Evening hours. 36% of survey respondents indicate that their preferred hours are in the evening from 5-7 pm during weekdays. No libraries are open beyond 6 pm. For people whose work and family responsibilities make it difficult or impossible for them to access the library during the day, the lack of evening hours presents a major



barrier to access. The solution is to scale up hours to provide access into the early evening. Since it appears that Placer County Library operates on a 5-day per week and 4-hour or 8-hour shift per day model of staffing,, this change would create a need to hire additional staff members.

The aggregate feedback from the public is that locations need to be open more hours to provide viable access to services. Considering Placer County Library's number of locations, it is likely that there will need to be:

- an influx of additional staffing to increase hours at these locations;
- a reconfiguration of the location structure to increase hours at select locations; or,
- a reconceptualization of the services and staffing at select locations.

### ***Content is the key library point-of-connection with current users***

The *You Speak! We Listen! Library Survey* asked respondents to rank library services in connection with their importance. Broadly speaking, 50-60% of the population supports the following services as important in some way:

- community programs;
- access to technology and free wifi through the library;
- use of the library spaces for meetings and studying; and,
- support provided by library staff.

Based on the broad interest in these services, there is absolutely a need for the diversity of services currently provided by Placer County Library.

Outranking this cross-section of services is the importance of borrowing materials, in both print and digital forms. 88% of respondents consider borrowing materials to be *very important*. Overall, 98% view borrowing materials as important. When ranking the importance of print vs. digital, it is apparent that both formats are major components of the community connection to Placer County Library.

80% consider borrowing **printed** materials as moderately or very important

75% consider borrowing **digital** materials as moderately or very important

These responses suggest that above all other services, access to content is the core way in which the public engages with the Placer County Library. The implication of this finding is that Placer County Library needs to maximize its investment in diverse, culturally authentic, and adaptable print and digital materials, prioritizing it above other components of its service profile. Another indicator of this need to maximize funds for content is survey respondents' explanations for why they cannot find what they are looking for from the

library. 60% of the time, it is because of scarcity; either the content isn't owned or leased by the Library at all, or there isn't enough of it to go around (e.g., not enough copies of a new bestseller). In addition, Placer County is below the State of California average for the number of items per capita, evidence that indicates that the collections are insufficient in scale and scope to meet demand. It will require funds to change this dynamic, so that the collections more completely meet community needs.

### ***Recommendation for access to content and library services***

60% of those surveyed recognize that room for growth and meeting resident expectations involves access to locations and the content therein. When community members were asked what Placer County Library needs to do to improve services, the most cited item was more hours across the county. The second most cited opportunity for improvement is a call for more collections and materials, with a 50/50 split among respondents about whether print or digital is the priority.

When community members indicate that they want increased hours across the county to access library services, the service they most want to access in person involves physical collections. One way to meet this need is to reconceptualize select locations as self-service pickup locations. This approach satisfies a need to access physical content, while also reducing the need for staffing at every location. Existing staff could be redeployed in locations that provide a range of services. With the addition of new staff, a different staffing model might then be developed to stage in additional hours across the county, especially into the early evening and on Mondays.

Addressing the needs for increased access, including through self-service, would also serve Placer County well in expanding its commitment to equity. Examples of this commitment are Placer's Human Resources department commitment to diversity in hiring and also the Placer Race, Equity, Access, Diversity, Inclusion (READI) committee. For the Library, a diversity effort would involve provision of earlier hours in the morning and later hours in the evening, as well as equitable weekend hours. This would expand access to many more community members. A thorough review of the collection would lead to investment which would support use by groups currently underutilizing the library.

The 2020 United States Census reported that 14.4% of Placer County's population is Hispanic or of Latinx origin, making it the second-largest ethnicity in the county<sup>1</sup>. Constructive Disruption engagement results illustrated that Placer County Library may be inaccessible to some Latinx residents. Due to immigration status and/or rental arrangements, some residents may not have proper documentation to obtain a library card. Another critical concern conveyed is the library locations, as many Latinx residents predominately utilize

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<sup>1</sup> "U.S. Census Bureau QuickFacts: Placer County, California."  
<https://www.census.gov/quickfacts/fact/table/placercountycalifornia/RHI725219#RHI725219>.

public transportation and walk<sup>2</sup>, limiting the occurrence of library visits based on the level of urgency. Furthermore, current library hours of operation are a constraint for residents, who often work multiple jobs during the week.

Building a partnership with the Placer County Latinx community can't occur without first establishing a trusting and respectful rapport, creating a welcoming environment that strives to demonstrate diversity, equity, inclusion, and establishing cultural competency that is provided through BIPOC (Black, Indigenous, and People of Color) library personnel.

According to the 2019 Placer County Library Strategic Plan Feedback Report, the following goals and objectives were established to enhance resident library usage and supply diverse, modern, equitable, and inclusive library services:

**Goal 1, Objective 1.11:** By December 2024, increase Library usage by 20%.

**Goal 2:** Connect people, places, and programs to advance community engagement and experience.

**Goal 2, Objective 2.1:** By October 2020, translate five existing service offerings or marketing tools to a bilingual English-Spanish format.

Inequities highlighted in the Comparing Libraries in Placer County with Peers section of this report and the 2019 service data must be addressed in order for goals such as those listed above to be realized. For example, although the community will strive to use and attend quality, innovative, and cutting-edge library programs and services, it is possible that delivering programs through virtual platforms would increase patron usage. The quality of programming content is as critical as the format or mode of presentation. Providing opportunities for community members to suggest and inform programming themes is an impactful way to foster authentic engagement.

In order to make room for additional Spanish-language materials, as well as to provide additional reading and gathering spaces in the existing small library footprints, existing collections must be evaluated and reduced accordingly. Materials review and evaluation is a necessary first step in creating a more equitable collection that appeals to diverse populations. Though the public and some library staff are reluctant to remove materials from shelves, "more is better" is simply not the case when it comes to library collections of physical materials. A well-tended collection is visually appealing, allows space for some front-faced materials, creates space for new materials, and makes desirable items more easily findable for browsers. The action of reviewing a collection in need of maintenance typically increases circulation statistics, often substantially, and continued maintenance of a collection allows these figures to increase even further.. Placer County Library's smaller

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<sup>2</sup> Herrera, Eliza, Executive Director Latino Leadership Council. Interview. Conducted by Maria Estrella, 17 January 2022.

locations have uncomfortably large collections for the amount of facility square footage, crowding out space for other services.

The solution to these issues is increased allocations for staffing and for collections. Broadly speaking, many government entities would struggle to increase funding across an entire system to catch up to meet these existing community needs in this situation. A pathway to consider as a response to these two trends, the most significant to emerge from the community surveys, is to redefine the services provided at some of the locations.

As demonstrated in engagement for the Library Services Study, there is an appetite for diversifying library service access points and for finding opportunities to celebrate the unique communities, facilities, and staff strengths in individual locations. Suggestions from the community include:

- Unstaffed or self-service locations and/or hours, with access provided through an active library card;
- Pickup lockers;
- Book/library material vending machines, which can range from small cabinets to larger robotic machines;
- Ensuring all students in the county have a library card, and ensuring access to a robust digital collection;
- Increased mobile service in the community, both through regularly scheduled mobile service that casts a wide and equitable net across the county and through more informal pop-up opportunities at major events, farmer's markets, and the like;
- Partnering with local organizations or businesses to provide access to library services, providing a "positive moment" in a day full of errands;
- Deposit locations at schools, senior centers, and more.

In response to the 2020-2021 Grand Jury Report, the County should work to explore how to ensure access to all libraries in the county for county residents. Placer County Library, Roseville, and Lincoln all belong to the NorthNet Library system that supports free borrowing among member libraries.. Although a county-wide library card may not be possible, a county-wide delivery system across the three organizations could leverage the investment in these collections and provide more convenient access for county residents.





## Appendix D: The Possibilities of Public Libraries

Libraries of all kinds are built on a foundation of core values that have extended back through history for centuries.. In 1931, Indian mathematician and Librarian Dr. S. R. Ranganathan published his “Five Laws of Library Science.” The five laws are viewed as best practice and the foundation of the modern philosophy of library service. The five laws are:

1. Books are for use.
2. Every reader his book.
3. Every book its reader.
4. Save the time of the reader.
5. The Library is a growing organism.

With minor language choice tweaks — recognizing that “book” and “reader” refers to any material, in any format, and reader, any user of those varied formats, and replacing “his” with “their” — these principles are immediately recognizable as the heart of any library’s mission.

The emphasis on use and free, open, equitable access is often what sets public library service apart from its colleague departments in government and academia, where the availability of services may be driven by staff schedules rather than user need, or knowledge may be kept close for the benefit and use of research, for example. In order for a library to be considered a truly modern library, reflective of and responsive to its community, it needs to be consistently staffed by library staff members who reflect community demographics. As an example, locations that serve a comparatively large percentage of Spanish speakers should prioritize hiring staff who are bilingual and bicultural. Location hours and services must also reflect community demographics and need.

### ***Traditional transactional libraries must pivot***

Lending libraries in the United States were originally conceived of as purveyors of information, striving to make expensive printed materials more widely available within communities served. Staffing structures, facility design, and materials handling methods were developed to support the acquisition and movement of printed materials. To support wide use of their printed materials and the valuable information they conveyed, libraries introduced literacy programs. Though the methods of organization, governance, and financing of these public institutions have changed over the years, the basic premises of tax-supported materials, lending, and literacy programs made up the core service model for American public libraries for more than two centuries, and remain commonly held perceptions to this day.

This traditional form of library service, one focused on books and lending of materials, is one that is still deeply appreciated by community members across the country; indeed, Placer

County Library users, via a 2019 library survey, expressed a desire to maintain that traditional vision for Placer County libraries. All public libraries are needing to find ways to support this patron behavior while at the same time ensuring that service to the community continues to be responsive to community needs and opportunities. Many libraries are exploring self-service options for these transactions, viewed as essential by Placer community members in the 2019 survey and 2022 engagement, so that library staff resources can be allocated elsewhere.

Indeed, Placer County Library users are not unique in their desire for easy, continuous access to a robust collection of materials, as well as access to the programming, community space, outreach, and community connection they have come to expect from the public library. Public-access computer terminals, free 24/7 access to Wi-Fi, self-check stations, and dedicated learning/meeting spaces are now the norm for libraries.

Placer County Library will benefit from newer library technologies such as self-serve holds kiosks as they save staff time to focus on other services and relieve issues around short staffing at some locations. Reducing the amount of time staff engage in purely transactional work — checking out materials to people — frees them up to get to know their communities better and offer the programs and services they know are needed across the community as a whole.

### ***Modern libraries are community spaces***

Libraries in the 21st century are vibrant and engaging places for people. They are community destinations for library programs and services that enrich people's lives such as storytimes, homework help, literacy tutoring, DIY classes, book clubs, crafting and cultural programs, and a wide variety of other offerings for lifelong learning and entertainment.

Libraries are also essential places for the community to gather for civic, cultural, and celebratory events. Modern library facilities provide a comfortable balance of space for people and programs to meet the needs of the communities they serve. Meeting spaces are available in a range of sizes, are technology-ready, and are easy for people to use independently.

Even in a library bustling with programs and activities, people seeking a quiet place can find one. Visitors can find comfortable furniture that meets their needs and preferences. There is plenty of convenience power and Wi-Fi access both inside and outside the library to ease the equity gap in communities where keeping utilities on may be a concern, and to enable unhoused and transit patrons to charge their phones and connect with the world.

Looking at Placer County Library, there is high demand for affordable event and meeting space across the county, particularly during evenings and weekends when school auditoriums and parks are often the only options available to residents. The Auburn Library's

meeting room — one of four county locations with meeting rooms — is reported to be “wildly popular” because it can be used outside of normal library open hours. Libraries in Foresthill, Granite Bay and Rocklin have similar meeting rooms available outside library hours. To provide easy and equitable access to library services and spaces, Placer County must continue to invest in its library infrastructure, providing well-maintained buildings with enough room for programs and people as well as for materials.

### ***Libraries are service organizations***

Libraries around the world are looking to their counterparts in service and retail industries and adopting those technology and service trends to better serve patron expectations in a modern world. Technology allows buyers to book flights, trade stocks, and purchase groceries from home. Mobile services such as these provide equitable access to goods, services, and information as they are typically available 24/7 from a computer, tablet, or phone. Similarly, brick and mortar locations are transforming to meet buyers’ preferences for self-service, from floor plan map apps to self-service checkout lines to Amazon pickup lockers and home delivery options.

Libraries are carrying these trends into their service model as well. Online Patron Access Catalogs are certainly the norm, though they were virtually unheard of just a few decades ago. Patrons are accustomed to searching for virtual and physical materials in real time, from anywhere, and rarely require assistance from library staff. COVID-19 brought to libraries the need to provide virtual programming and services, as well. Zoom storytimes, crafts, book clubs, speaker series, and community meetings are now the norm. COVID also saw libraries adopt curbside pickup for materials.

Looking at current retail service models, Placer County has the opportunity to test yet more technological advances to help make library services available to people when and where they need them. For example, many libraries around the globe offer 24/7 self-pickup lockers to access holds, accessed like some ATMs and delivery services with the swipe of a card. Of course these self-serve locations still require staff time to move materials, but one staff member can move materials in and out of multiple self-serve locations in a matter of hours, freeing them up to staff one of the full-service locations for the remainder of the day.

### ***Equitable service takes investment***

In Eric Kleinenberg’s *Palaces for the People*, he argues that strong social infrastructure “fosters contact, mutual support, and collaboration among friends and neighbors; when degraded, it inhibits social activity, leaving families and individuals to fend for themselves.” This is where libraries play a key role.. They are uniquely positioned to know the diverse wants and needs of the communities they serve. Modern libraries are investing in their communities by hiring for Community Engagement Librarians, increasing access to and assistance with technology services, and providing access to materials, services, and programs when, where, and in the language people need them.



All of these deliberate service adaptations depend on leadership and financial support. Placer County Library is squarely in the middle of the pack when it comes to the state's median per capita expenditures. Yet, from data collected in support of the 2019 Strategic Plan and more recently for this study, it is clear that county residents are calling for more modern library offerings. This requires investment in social infrastructure. Referencing data on page 26 from the California libraries which Placer County Library considers its peers, we see that Placer County strives to provide services at the levels of Yolo and Napa counties despite the fact that those libraries receive more funding than Placer County. .

### ***Opportunities Abound for Placer County***

Placer County's Library Services Study is timely. As libraries modernize and changes brought on by COVID are predicted to be the new norm, Placer County is in a good position to better align library resources with community service expectations. The Library can apply the findings from this report as it strives to provide the materials, services, and programs that Placer County residents want and need in the coming years.

## Appendix E1: Case Study, Siskiyou County Free Library, California

Challenged by mountainous geography, low staff numbers, and a desire to serve many unincorporated municipalities throughout the counties, Siskiyou and Placer share some of the same barriers to providing ideal library services. Unlike Placer, Siskiyou runs on majority County General Fund support. Reliance on volunteer labor has helped Siskiyou County Library continue to keep doors open in community libraries.

### **Overview**

Siskiyou County is located in inland northern California, adjacent to the Oregon border. As the fifth-largest county in California by area, Siskiyou County has several scenic cities and towns including Yreka, the county seat, Mt. Shasta, Weed, Dunsmuir, McCloud, and Tulelake, as well as Butte Valley, Scott Valley, Shasta Valley, and the Klamath River Corridor. More than 60% of the land within the county is currently managed by agencies of the Federal and State governments.

Siskiyou County Free Library provides services through twelve branches covering about 6,300 square miles of the county. Branch libraries are located in Yreka, Butte Valley, Dunsmuir, Etna, Fort Jones, Happy Camp, McCloud, Montague, Mount Shasta, Scott Bar, Tulelake, and Weed. The service population of the library system is 44,300<sup>1</sup>.

### **Finances**

Siskiyou County Free Library is funded primarily by the County's General Fund with some donations, state funds, grants, and other income. The library operated as a traditional county library system until 2010, when the County faced financial challenges and proposed closing the library. The California State Library provided consulting assistance to develop a new service model for Siskiyou County, which was implemented in 2011. The model that was implemented and remains in place is one in which the County provides support for backbone operations of the Library, i.e., an integrated library system (the library catalog), information technology and network support, aggregated purchasing, and cataloging of materials. The communities that have branches provide facilities and volunteers to staff those facilities.

The Library's FY 2021-22 budget is about \$623,000<sup>2</sup>, funding four employees and resources to support library operations. The library also receives fees to operate the County Law Library. Recently, when the library had the opportunity to participate in the California Research and Education Network (CalREN), the County committed \$180,000 as up-front costs to fund this initiative. The funds were later recovered by the library as part of the federal subsidy for library connectivity (E-Rate).

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<sup>1</sup> "Persons Served by California Public Libraries." California State Library, June 2021, <https://www.library.ca.gov/wp-content/uploads/2021/07/CAPublicLibrariesServiceAreaPopulations.xlsx>.

<sup>2</sup> Siskiyou County Free Library 2021-22 Budget **Appendix xx**

The Siskiyou County Library Vestal Foundation, formed in 1997, is a tax-exempt nonprofit corporation governed by a volunteer Board of Directors. Its purpose is to enhance library services, primarily through securing and using endowments.

## ***Operations***

Siskiyou County Free Library offers the following services:

- A circulating collection of print materials, magazines, DVDs, and audiobooks;
- Wi-fi is available at all branches;
- Reference materials are available at most branches; the Yreka and Butte Valley branches have microfilm readers for newspaper research;
- Digital access to e-books, e-audiobooks, and magazines, as well as additional online resources for free for anyone with a library card.
- Free one-on-one tutoring for adults in a variety of areas, including reading, math, and writing.

Siskiyou County Free Library also participates in the Zip Books<sup>3</sup> program which allows patrons to request a title not in the Library collection and have it sent directly to the patron's home by mail through Amazon. When the patron has finished with the book, it can be returned to the local branch.

In FY 2018-19, Siskiyou County Free Library was open a total of 14,216 hours, with an average of 23 hours open per week per outlet<sup>4</sup>. The FY 2018-19 total circulation was 210,774<sup>5</sup>. The four permanent staff members are stationed at the Yreka facility and provide system services including administration, acquisitions, cataloging, IT, and network support and delivery. The County Librarian coordinates with all branches and meets with branch managers on a regular basis.

The Library has developed a Memorandum of Understanding (MOU) that all communities providing library services must commit to following. The MOU outlines county and community responsibilities for facilities, staffing, collections, technology, and support services. The MOU has been revised since its inception in 2010, and is renewed regularly by all parties. Entities working with the Library to provide library service include Friends groups, city or town governments, and/or non-profits — whatever group steps up in their community.

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<sup>3</sup> California State Library: Zip Books, California State Library,  
<https://www.library.ca.gov/services/to-libraries/zip-books/>

<sup>4</sup> "California State Library Statistics Portal." Facility and Hours FY 2018-19,  
[https://ca.countingopinions.com/pireports/view\\_dashboard.php?pkey=44325c8b2631ba1669e73bb5ec6941e9&live](https://ca.countingopinions.com/pireports/view_dashboard.php?pkey=44325c8b2631ba1669e73bb5ec6941e9&live)

<sup>5</sup> "California State Library Statistics Portal." Circulation FY 2018-19,  
[https://ca.countingopinions.com/pireports/view\\_dashboard.php?pkey=8d4d9320c8ce1ae36c764fd90dc05f83&live](https://ca.countingopinions.com/pireports/view_dashboard.php?pkey=8d4d9320c8ce1ae36c764fd90dc05f83&live)

## ***Technology***

The Library uses Koha, an open source library platform, for its ILS. As noted previously, the Library participates in the CalREN network which provides robust broadband connectivity. Eleven of the twelve branches are connected to the network and the final branch will be connected in early 2022.

Communities are responsible for purchase and replacement of computers and laptops and are required to follow County equipment recommendations for equipment features and regular replacement. Loaning of mobile devices and hotspots is a challenge in terms of staff capacity as well as the lack of robust broadband in many communities.

In December 2021, there was a large power outage that took down the library network. The IT staff who had engineered the network had left County employment and did not document the network set-up. IT staff are re-establishing the network framework and documenting that information, but the library has had a significant period without access to the online catalog or digital resources.

## ***Staffing***

The four permanent staff stationed in Yreka are responsible for a wide variety of functions. There is one librarian on staff in addition to the County Librarian.

Staffing the branches is challenging: each community has the responsibility to provide staffing for the facility. There is turnover with the volunteer staff, and it can be difficult to find replacements; many long-time volunteers stepped back due to COVID concerns. When the communities first assumed responsibilities for their libraries, there was a culture of independence demonstrated by an unwillingness to share materials and/or follow County guidelines. Those tendencies have been mitigated over time and sharing of the collection and following best practices is supported by the branches. The recruitment of new volunteers who are comfortable with technology and able to assist patrons effectively is of ongoing concern.

## ***Facilities***

Other than the Yreka Library, which is a County-owned building, the communities provide their own facilities. Although the Library has been able to support small projects at some facilities, no major facilities renovations, replacements, or new buildings are planned.

## ***Governance***

Siskiyou County Free Library operates under the general supervision of the Siskiyou County Board of Supervisors. As noted previously, the Library operates in partnership with the community branches, all of which are required to commit to operating under the guidelines of the County MOU. All the branches have their own Friends groups. The Library is a



member of NorthNet, a regional resource-sharing system partially funded by the California State Library.

### ***Comparison with Placer County Library***

<b>Comparative Metrics</b>	<b>Placer County Library</b>	<b>Siskiyou County Free Library</b>
Service population	201,687	44,330
Geographic area	1,500 sq mi	6,300 sq mi
Facilities	9 libraries (7 currently open)	12 branches
Total open hours FY 2018-19	14,470	14,216
Average open hours/library	28	23
Circulation FY 2018-19	1,007,262	210,774
Overall Revenue FY 2021-22	\$8.6 million	\$622,532
Property Tax FY 2021-22	\$6.8 million	N/A

Placer County Library and Siskiyou County Free Library are significantly different. Siskiyou is larger geographically than Placer, yet has a much smaller service population.

Siskiyou is funded through the County's General Fund and does not have a dedicated tax base as Placer County Library does. Siskiyou has more locations than Placer County Library, but those locations are much smaller and open fewer hours. Placer County Library has \$6.8 million in property tax support, as well as support from the County General Fund, while Siskiyou has \$623,000 in funding. Both Placer County Library and Siskiyou work with Friends groups at their branches. Siskiyou also has a dedicated library foundation.

Although the decentralized service model presents management and sustainability challenges, it has been refined and improved since it was implemented. While Siskiyou County Free Library demonstrates strong and on-going community commitment to library service, it is also an example of the significant change in scale and scope to a county system that arises from inadequate system-level funding. Siskiyou succeeds as a system because of the commitment to operations at the local level, not because county funding provides an appropriate level of support for widespread equitable access to robust and viable library services.

## Appendix E2: Case Study, Yolo County Library, California — County System

### Overview

Yolo County is one of California's original 27 counties and is home to over 215,000 people. Nearly 85% of the population lives in the County's four cities: Davis, West Sacramento, Winters, and Woodland. Yolo County is included in the Greater Sacramento metropolitan area and is located in the Sacramento Valley.

Yolo County Library provides services through eight locations covering about 1,000 square miles of the county. Branch libraries are located in Clarksburg, Davis, Esparto, Knights Landing, West Sacramento, Winters, and Yolo. A satellite branch is located in South Davis at Montgomery Elementary School. Library Administration, Technical Services, Archives, the Records Center, and the Yolo County Historical Collection are located in Woodland. The service population of the Library is 156,522<sup>1</sup>. The Woodland Public Library serves the City of Woodland, the county seat.

### Finances

Yolo County Library is funded by property taxes, state and county funds, library fees, and donations. The Library is a "special district" county library, receiving a dedicated share of the county property tax. Davis area voters approved a special parcel tax in 1989 for expansion of services and facilities at the Davis Branch, including Sunday hours. The cities of West Sacramento and Winters also contribute additional funds for enhanced library services.

The Library's FY 2021-22 budget<sup>2</sup> provides for \$8.97 million in current revenue, with a \$1.5 million in library fund balance and an additional \$275,000 from the county. The FY 2021-22 expenses are higher than most years, with \$1 million in branch capital funding in the expense budget. There are 40 permanent employees, with salary and benefits at \$5.4 million, about 60% of the revenue.

Yolo County Library has a rather complex budget. The Library manages the County's Records Centers and receives revenue from county departments for this service. The robust level of library service provided depends on supplemental contributions from the cities of Davis, West Sacramento and Winters. In FY 2021-22, the Davis parcel tax contributes \$2.5 million in revenue for the Library.

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<sup>1</sup> "Persons Served by California Public Libraries." *California State Library*, June 2021. <https://www.library.ca.gov/wp-content/uploads/2021/07/CAPublicLibrariesServiceAreaPopulations.xlsx>.

<sup>2</sup> Provenza, Jim, et al. "County of Yolo Recommended Budget 2021-22." *Presented to the Board of Supervisors*. <https://www.yolocounty.org/home/showpublisheddocument/69565/637592589317630000>. pages 94-110.

## **Operations**

A selection of the free services Yolo County Library offers includes:

- A robust and updated collection of print and digital materials, including Link+, Books by Mail, and Zip Books;
- Internet and Wi-Fi access;
- Use of computers and software applications;
- Community meeting and group study rooms;
- Adult and early literacy support;
- Multi-lingual story times and parent/caregiver education workshops;
- Homework and research assistance;
- Reference services; and
- Oversight of the County Archives, Records Center, and the Yolo County Historical Collection.

In FY 2018-19, Yolo County Library was open a total of 13,986 hours, with an average of 38 hours open per week per outlet<sup>3</sup>. The FY 2018-19 total circulation was 1,487,268. The Library offers a wide variety of resources, and organizes its collections and services proactively for early learners, children, teens, adults, and educators. In 2021, library staff did extensive virtual outreach and developed a new 2022-27 strategic plan<sup>4</sup>.

## **Technology**

The Library has an evolving technology plan. PCs are replaced every three years on a staggered basis. There are robust broadband connections in most branches through the California Research and Education Network (CalREN). Library Administration, Davis, Knights Landing, West Sacramento, and Winters all have 10-gig connectivity. Clarksburg will have 10-gig as well, once connected to the library network later in 2022. Esparto and Yolo have 1-gig connectivity through leased lines from AT&T.

The Library uses Innovative's Sierra platform for their integrated library system (ILS). Automated sorting is used in the Davis Branch only. The collection uses barcodes on all items. There are self-checks at most branches. Wi-Fi hotspots and chromebooks are loaned to patrons. A makerspace is being designed for the Davis Branch.

## **Staffing**

Before the pandemic, the Library had a total of 145 employees, 40 of which were permanent positions. Non-permanent or extra help employees are both part-time positions and

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<sup>3</sup> "California State Library Statistics Portal." Facility and Hours, FY 2018-19, [https://ca.countingopinions.com/pireports/view\\_dashboard.php?pkey=8d4d9320c8ce1ae36c764fd90dc05f83&live](https://ca.countingopinions.com/pireports/view_dashboard.php?pkey=8d4d9320c8ce1ae36c764fd90dc05f83&live)

<sup>4</sup> Yolo County Library Strategic Priorities 2022-2017. Yolo County Library. [https://yolocountylibrary.org/wp-content/uploads/sites/71/2022/01/ycl\\_strategic\\_priorities\\_2022-2027\\_v4.pdf](https://yolocountylibrary.org/wp-content/uploads/sites/71/2022/01/ycl_strategic_priorities_2022-2027_v4.pdf)

substitute staff. All extra help employees were furloughed in March 2020; the Library is slowly rehiring extra help to staff branches. Currently, all permanent positions are filled, and there are about 35 extra help employees. Branch operating schedules are not yet back to pre-pandemic levels. For safety reasons, two staff are scheduled to work open hours at every location.

The Library uses extra help staff in a targeted manner for graphic design, specialty cataloging, processing materials, ILS support, data analysis, literacy service, bilingual outreach, and archival processing. Extra help staff is also used to backfill desk hours so that permanent staff are able to work on grants and community outreach.

### ***Facility Highlights***

Yolo County Library undertook a facilities master planning process in early 2017 to plan for library services to meet the changing needs of Yolo County residents through 2035. Findings indicate that Yolo County's population and economy will grow significantly during this time period, and library services and facilities will need to expand to meet this demand.

The facilities master plan includes specific recommendations for each library branch. These recommendations will inform the Library's ability to meet current and future library service needs based on Yolo County's growth, and address currently underserved areas.

Yolo County Library currently provides services in nine facilities. Current projects include a new building under construction to replace the Yolo Branch, a Carnegie library built in 1918, and planning and exploration of funding options for a South Davis Library and Community Center.

### ***Governance***

Yolo County Library was established in 1910. It operates under the general supervision of the Yolo County Board of Supervisors, which appoints the County Librarian and the County Library Advisory Board. The Library Advisory Board consists of eight members. Each Supervisor appoints a local resident from their District to the Board. In addition, the cities of Winters, Davis, and West Sacramento each appoint a local resident to the Board.

The Library is supported by seven branch library Friends groups, the Friends of the Archives, and the Yolo County Library Foundation. The Library is a member of NorthNet, a regional resource-sharing system partially funded by the California State Library.



### ***Comparison with Placer County Library***

<b>Comparative Metrics</b>	<b>Placer County Library</b>	<b>Yolo County Library</b>
Service population	201,687	156,522
Geographic area	1,500	1,000
Facilities	9 libraries (7 currently open)	8 branches, admin center, satellite in school
Total open hours FY 2018-19	14,470	13,986
Average open hours/library	28	38
Circulation FY 2018-19	1,007,262	1,487,268
Overall Revenue FY 2021-22	\$8.6 million	\$8.97 million
Property Tax FY 2021-22	\$6.9 million	\$3.5 million

Placer County Library and Yolo County Library are fairly similar, particularly in their organization and governance. Yolo County is not as geographically widespread as Placer County.

A key difference between the two is funding which drives open hours and services. As noted above, Yolo County Library's success is in great part based on supplemental contributions beyond their basic property tax. It also generates revenue through services to other county departments. Yolo County Library has a county-wide library foundation that raises funds for services and capital projects.

## **Appendix E3: Case Study, Santa Clara County Library District, California — Local/County Partnership Model**

### ***Overview***

Santa Clara County is California's 6th most populous county, home to 1.936 million people.

The Santa Clara County Library District (SCCLD) serves 9 cities and the unincorporated areas of Santa Clara County. Libraries are located in Campbell, Cupertino, Gilroy, Los Altos Hills, Milpitas, Monte Sereno, Morgan Hill, and Saratoga. Santa Clara County Library provides services through 7 community libraries, 1 branch library in Woodside, 1 Service and Support Center, located in Campbell, and 1 bookmobile.

The June 2021 state certified service population of the Library is 438,509<sup>1</sup>. The San Jose Public Library serves the city of San Jose, the county seat. Other municipal libraries in Santa Clara County include Los Gatos, Mountain View, Palo Alto, the City of Santa Clara, and Sunnyvale.

### ***Finances***

Santa Clara County Library is funded by property taxes, state grants, Special Taxes, City and County contributions, fines and fees, and miscellaneous income. The Library is a "federated" county library, sharing county dollars among the libraries, following an agreed upon formula. The formula is based on population, assessed valuation, and circulation. All Special Tax money collected from each city's parcels is budgeted for staff and library materials at each city's library with some exception:

- Special Tax collected from Los Altos Hills parcels is used for the Los Altos Community Library's staff and materials;
- Special Tax collected from Monte Sereno parcels is used for the Saratoga Community Library's staff and materials;
- The entire Bookmobile staff and materials is paid for from Special Tax collected from unincorporated parcels; and
- The remaining unincorporated special tax is returned to the Libraries via the JPA Board-approved funding formula.

In the FY 2021-22 budget, the cities of Cupertino, Los Altos, Woodside, Milpitas, and Saratoga contribute additional monies to their local libraries.

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<sup>1</sup> "Persons Served by California Public Libraries." California State Library, June 2021, <https://www.library.ca.gov/wp-content/uploads/2021/07/CAPublicLibrariesServiceAreaPopulations.xlsx>

The Library's FY 2020-21 budget<sup>2</sup> provides for about \$67.3 million in expenses, with \$55.8 million in current revenue, \$5.9 million transferred from capital and IT reserves, and about \$5.6 million transferred from the prior year. A portion of the \$55.8 million in taxes represents about \$6 million for a special library tax in addition to other property taxes. The FY 2020-21 expenses are higher than most years, with approximately \$4.5 million in fixed asset and vehicle expenditures. There are 428 employees, with salary and benefits at \$7.7 million, about 66% of total operating expenditures.

## ***Operations***

A selection of the free services Santa Clara County Library offers are as follows:

- A robust and updated collection of print and digital materials;
- Internet and Wi-Fi access;
- Use of computers and software applications;
- Community meeting and group study rooms;
- Adult and early literacy support;
- Multi-lingual story times and parent/caregiver education workshops;
- Homework and research assistance;
- Reference services;
- Museum passes; and
- Passport services.

In FY 2018-19, Santa Clara County Library was open a total of 24,627 hours, with an average of 39 hours open per week per outlet. The FY 2018-19 total circulation was 9,995,370. The Library offers a wide variety of resources and organizes its collections and services proactively for kids and teens, with a focus on online learning opportunities.

## ***Technology***

SCCLD uses the SirsiDynix Horizon system for its ILS with the discovery layer BiblioCommons serving as the patron-facing front end. All locations participate in the CalREN network, which provides robust broadband connectivity. Per the 2019-2020 Annual Report, the library offers 319 internet terminals, with 88,449 reported uses, or 13.7 uses per open hour.

In early 2022 the JPA Board adopted a Three-Year Technology and Replacement Improvement Plan, providing a budgetary framework for the Library's acquisition of hardware and software, implementation of new technology, and wireless and network

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<sup>2</sup> "Capital Maintenance Plan." Santa Clara County Library District, <https://scclld.org/jpa-budget-and-plans/>.

support.<sup>3</sup> A Technology Reserve Fund was established by the JPA Board to accrue financing for large, costly networks and system updates, and equipment replacement.

During FY 2020-21, the library added new self-check stations, security gates, wireless printing stations, and a new phone system with remote access. They expanded the number of patron PCs, expanded Wi-Fi to reach library parking lots, and expanded laptop lending in all community locations.

### ***Staffing***

SCCLD is led by a County Librarian with, in addition to an Executive Assistant, four direct reports:

- Deputy County Librarian, Community Library Development;
- Deputy County Librarian, Org Development and Bookmobile Service;
- Director, Communication, Marketing, User Experience;
- Manager, Financial and Administrative Services.

The 2019-2020 Annual Report lists SCCLD as having 331.55 FTE with 436 employees<sup>4</sup>. As a result of the COVID pandemic, 20-30% of SCCLD staff were redeployed for essential work as County Disaster Service Workers and/or Contact Tracers. Upon the writing of this report, some of those library workers are still working with County Disaster Services, creating ongoing staffing complications across the county.

### ***Facility Highlights***

Individual cities report facilities needs to the organization in order to serve their community. Along with City partners, Santa Clara County Library is in the midst of continuous major library expansion projects, including:

- adding the Campbell Express Library into the Campbell Community Center,
- renovating the Cupertino Library,
- renovating the Morgan Hill Library, and
- revamping the Bookmobile/Imagination Mobile.

### ***Governance***

Santa Clara County Library was established in 1914. Joint Powers Agreements (JPAs) bind

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<sup>3</sup> Weeks, Jennifer. "Joint Powers Authority Board Transmittal: Adopt the Three-Year Technology Replacement and Improvement Plan." Santa Clara County Library District, 27 Jan. 2022.

<https://scclld.org/wp-content/uploads/sites/66/2022/01/2022-2025-Technical-Plan.pdf>

<sup>4</sup> "California State Library Statistics Portal." Staffing 2019-2020:

[https://ca.countingopinions.com/pireports/view\\_dashboard.php?pkey=f2bof251405ca110b922ae683961fad3&live](https://ca.countingopinions.com/pireports/view_dashboard.php?pkey=f2bof251405ca110b922ae683961fad3&live)



participating cities and the County. The Library is governed by a JPA Board which was established in 1994.

The JPA Board consists of eleven members. The role of the JPA is to provide policy direction and governance for the Library District. The JPA membership consists of a City Council representative from each of the jurisdictions including the cities of Campbell, Cupertino, Gilroy, Los Altos, Los Altos Hills, Milpitas, Monte Sereno, Morgan Hill, and Saratoga, and two County Supervisors from the County of Santa Clara.

### ***Comparison with Placer County Library 2020-2021***

<b>Comparative Metrics</b>	<b>Placer County Library</b>	<b>Santa Clara County Library</b>
Service population	201,687	438,509
Geographic area	1,500	1,046
Facilities	9 libraries (7 currently open)	7 libraries, 1 branch, 1 services center, 1 bookmobile
Total open hours FY 2018-19	14,470	24,627
Average open hours/library	28	39
Circulation FY 2018-19	1,007,262	9,995,370
Local government income FY 2020-21	\$8.6 million	\$54 million <sup>5</sup>
Property Tax FY 2020-21	\$6.8 million	\$47.3 million <sup>6</sup>

While both serve a large geographic area, Placer County and Santa Clara County Library are quite dissimilar, particularly in their organization, governance, finances, and numbers of people served.

Though markedly larger than Placer County in service population, budget, and activity, Santa Clara County was deemed a good case study for the Library Services Study as Placer County is seeing a large percentage of new residents relocating from the Bay Area and Santa Clara County. The Sacramento Council of Governments reports, "Major coastal cities are seeing population declines while regions like Sacramento are experiencing population increases, according to recently released California Department of Finance 2021 population and housing estimates." More specifically they state, "The bulk of the growth occurred in Placer and Sacramento counties . . . Placer County grew at a rate of 1.5 percent."<sup>7</sup> As those residents relocate to Placer County, they bring with them the expectations for library services that they knew from their time in Santa Clara County.

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<sup>5</sup> Weeks, Jennifer. *Joint Powers Authority Board Transmittal: Adopt the Fiscal Year 2020-2021 Santa Clara County Library District Budget*. Santa Clara County Library District, 25 June 2020.

<sup>6</sup> Weeks, Jennifer. *Joint Powers Authority Board Transmittal: Adopt the Fiscal Year 2020-2021 Santa Clara County Library District Budget*. Santa Clara County Library District, 25 June 2020.

<sup>7</sup> "Sacramento Region Grows While State Loses Population Overall." *Sacramento Area Council of Governments*, <https://www.sacog.org/post/sacramento-region-grows-while-state-loses-population-overall>

In addition, SCCLD is an example of a library system where its base property tax is supplemented by additional tax funds, as well as a system where funds raised locally tend to stay within the locality in which they were raised, as seen in a federated system.

## Appendix E4: Case Study, Anythink Library, Colorado — Independent Taxing District

### Overview

The 2020 Census population of Adams County, Colorado was 519,572 people. Adams County is part of the Denver–Aurora–Lakewood, CO Metropolitan Statistical Area. The county seat is Brighton. Adams County is also served by the Westminster Public Library, which is not part of Anythink Library.

Anythink Library (formerly the Adams County Library and represented as Rangeview Library in Colorado Public Library Statistics and Profiles) provides services through seven locations and a bookmobile covering the 1,184 square miles of Adams County, Colorado. Anythink libraries are located in Bennett, Brighton, Commerce City, a Denver location in the Perl Mack neighborhood, and Thornton locations including Huron Street, Wright Farms, and York Street. The service population of the Library is 399,594<sup>1</sup>.

In a November 15, 2010 *Library Journal* Article entitled "In the Country of Anythink," author Norman Oder states:

"The Adams County Library System, with a collection geared more toward reference than popular materials and small, musty branches, had been mired in a vicious cycle. Unable to muster political support, it then failed to deliver quality service to in turn generate funding from a skittish county commission. Sawyer's [a previous library director] predecessor was too swamped to do outreach. The system couldn't afford spine labels to mark mysteries" (p 20).<sup>2</sup>

When Pam Sandlian-Smith, the current library director, was hired she inherited a \$4 million annual budget and 57 staff members. A new organizational chart flattened the hierarchy and put customer service front and center. Shortly before Sandlian-Smith was hired, and after previous failed attempts to pass an independent library taxing district, in 2006 the county passed a new mill levy rate of 3.69%, growing the annual budget to \$12 million. That budget increase pushed the system from the poorest to the 2nd poorest library in Colorado. They are now at \$27 million with the same 3.69% mill rate, due to population growth.

With the budget increase came governance and operational independence from Adams County, which now only provides pension services to library employees. All other services and operations are in-house, including HR, accounting, facilities, etc. Director Sanlian-Smith considered it an element in their eventual success that they had to tackle all the changes at

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<sup>1</sup> "Colorado Public Library Statistics."

<https://www.lrs.org/public/data/basic/?y%5B%5D=2020&g%5B%5D=allgeneral&ob=library&o=asc>

<sup>2</sup> Oder, Norman. "In the Country of Anythink." *Library Journal*, 15 Sept. 2010, pp. 18–23.



once. They took the opportunity to break down barriers and create services to fit a very young community (60% under age 50). The materials collection was dusty with 80% of the items 20 years or older. They abandoned the Dewey Decimal shelving method and remapped the entire collection for popular browsing.

In addition to those governance, operational, and budgetary changes, a new name, new and renovated buildings, additional staff, and a lot of community support turned the library around. Director Sandlian-Smith recommends, "For libraries, don't be afraid to try new ideas, or borrow ideas, or try something and if it doesn't work might fail. Start with a small experiment." In 2020, Anythink was named as a special mention for *Library Journal's* Library of the Year.

### **Finances**

Anythink Library is funded primarily by property taxes and specific ownership tax, which together make up 99% of the 2022 budget. Property tax receipts are calculated at a mill rate of 3.659 per 1,000. Anythink is an independent taxing district.

The library's 2022 \$27,000,376<sup>3</sup> budgeted revenue total is:

- 92% property taxes;
- 7% specific ownership tax;
- and 1% fines and fees, interest, grants, donations, and e-rate rebate.

The FY 2022 budgeted expenses include:

- 45% personnel;
- 20% miscellaneous;
- 12% library materials;
- 10% professional and technical;
- 6% facilities; vehicle and equipment;
- 4% operations;
- 2% library services; and
- 1% capital expenditures. Capital expenses are higher in 2022 than most years, with \$1 million in branch capital funding in the expense budget.

As of 2020, Anythink employed 144.8 FTE staff, with salary and benefits at \$11.2 million.

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<sup>3</sup> Fisher, Nan. 2022 Annual Budget and 2018-2022 Strategic Plan. Anythink Libraries, 31 Jan. 2022.  
[https://www.anythinklibraries.org/sites/default/files/pages/2022\\_budget\\_document\\_final.pdf](https://www.anythinklibraries.org/sites/default/files/pages/2022_budget_document_final.pdf)

The Anythink Foundation is a membership organization that provides funds for special programs and projects that fall outside of the library's regular operational budget. The 2020 assets were \$266,975.

## ***Operations***

A selection of the free services Anythink Library offers includes:

- A robust and updated collection of print and digital materials;
- Internet and Wi-Fi access;
- Use of computers and software applications;
- Community meeting and group study rooms;
- Voter registration and information;
- The Studio at Anythink, a space dedicated to arts and culture;
- Adult and early literacy support;
- Homework and research assistance;
- One-on-one assistance;
- Reference services; and
- Serving as a pickup point for free fresh and shelf-stable food boxes .

In 2019, Anythink Library was open a total of 17,349 hours, with an average of 41.7 hours open per week per outlet<sup>4</sup>. The FY 2018-19 total circulation was 2,163,354. The Anythink Foundation hosts an annual Backyard Concert Series connecting over 1,000 people each year.

## ***Technology***

In September 2020, Anythink migrated its Integrated Library System to the new OCLC Wise system, with a built-in discovery layer for patron ease. Automated sorting is used in their three larger libraries and at the technology services center. All circulating materials are RFID-tagged. There are self-service holds and circulation stations at all branches. Anythink introduced self-service options as it renovated each location.

An elaborate maker space called The Studio is located at the Wright Farms location, and there is a mobile studio shared throughout the rest of the system. Plans are underway to build additional technology/maker spaces in two more locations. Anythink lends activated Wi-fi hotspots, laptops, and other technology, and provides print-to-mail service.

## ***Staffing***

45% of the budget goes to personnel, which Director Sanlian-Smith recognizes is very low in

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<sup>4</sup> "Colorado Public Library Statistics."

<https://www.lrs.org/public/data/basic/?y%5B%5D=2020&g%5B%5D=allgeneral&ob=library&o=asc>

the library industry. She sees the need to add more support staff as they recover from the pandemic and as the community continues to grow. In 2019 the staff was about 179 people.

### ***Facility Highlights***

For the past year, Anythink Library has been working with planners and architects on a master plan project<sup>5</sup> that includes an audit of the library's existing seven branches and the potential of two new libraries in Thornton and Commerce City.

Of the existing locations, the plan calls for renovation and expansion of Perl Mack, Brighton, and Bennet. The Commerce City plan calls for a new 40,000 square foot community library with 10,000 square feet of performance and event space. The Thornton plan calls for a 100,000 square foot library positioned as a regional destination including walking trails, science and nature learning, and art and performance space.

### ***Governance***

Rangeview Library District was established by resolution of the Adams County Board of County Commissioners on Dec. 15, 2003, and on Jan. 1, 2004, the Adams County Library System was merged into the new district. The Adams County Board of County Commissioners appoints the five-member Board of Trustees that oversees the operation of the district. The five-member Board of Trustees includes a President, a Secretary, and three at-large members.

### ***Comparison with Placer County Library***

Placer County Library and Anythink Library are similar in the number of locations and the geographic area served. Previous to Anythink's 2006 levy limit approval, it was in fiscal dire straits when compared to Placer County Library's current fiscal situation.

The key difference between the two is funding. With regular tax levy income, Anythink maintains more open hours and higher staffing than Placer County Library, and enjoys significantly higher circulation numbers. As noted above, Anythink's current success is driven by property tax receipts calculated at a mill rate of 3.659 per 1,000. Anythink's county-wide foundation adds a negligible amount to the annual budget.

<b>Comparative Metrics</b>	<b>Placer County Library</b>	<b>Anythink Library</b>
Service population	201,687	399,594

<sup>5</sup> Anythink Master Plan Project: <https://www.anythinklibraries.org/anythink-master-plan>

Geographic area	1,500	1,184
Facilities	9 libraries (7 currently open)	7 libraries, 1 bookmobile
Total open hours FY 2018-19 (Anythink 2019)	14,470	17,349
Average open hours/library	28	42
Circulation FY 2018-19 (Anythink 2019)	1,007,262	2,163,354
Overall Revenue FY 2021-22	\$8.6 million	\$20 million
Property Tax FY 2021-22	\$6.8 million	\$18.8 million



## Appendix F: Placer County Library, Staffing Model Needs Requirements

### A. **SAFETY CONCERNS #1:**

UPDATED MINIMUM STAFFING STANDARDS:

<b>LIBRARY</b>	<b># of STAFF</b>
Auburn	4
Applegate	2
Bookmobile	1
Colfax	2
Foresthill	2
Granite Bay	2
Kings Beach	2
Penryn	1
Rocklin	4
Tahoe City	2

1. Auburn Library has 16,000 sq. ft. of public floor space to monitor and serve during open hours with a variety of nooks and non-visible locations to observe and keep under control. Auburn Library also includes public restrooms to monitor and a community room that is constantly booked.
2. Rocklin Library has two floors and 15,000 sq. ft. of public floor space to monitor and serve during open hours. Also includes public restrooms, a family restroom and a community room.
3. Libraries have a regular homeless/transient clientele but both Auburn and Rocklin have seen an increased use often with risky interactions.
4. Penryn Library only has open hours that correlate with the neighboring post office and is never open past dark. Location is 856 square feet with good visibility throughout the library.
5. There must be enough staff in order for employees to use the restrooms, take breaks & lunches as required by labor law/MOU's

6. Environment has changed and a more secure environment for employees and library patrons necessitates minimum staffing.
7. Ensure the building is secure and safe for public use.
8. Libraries have weekly if not daily Incident Reports which often include law enforcement interactions. More staff = more of a deterrent Recent Examples:
  - a. Applegate Library was broken into twice with property damage in the last 18 months and when it was staffed with one employee the money drawer was stolen while the employee was in the restroom.
  - b. Kings Beach Library had a mentally ill individual swinging a golf club (possible weapon) and staff had to hit the panic button. Law Enforcement resolved the issue.
  - c. Colfax Library had a female drug addict sleeping under the deck and threatened the Branch Manager to the point where she was concerned about leaving the building alone.
  - d. Granite Bay Library had an individual pull the bolted down FOL donation/money box off of the wall and run out of the facility.

**B. PUBLIC SERVICE:**

1. Improve customer library services and patron interaction that have fallen below standard
2. Patron gate counts are increasing (More users in the buildings) – Why?
  - a. Use of computer/Wi-Fi patron needs which requires technical support from staff Including: eResources support and device training.
  - b. Readers Advisory/Book Clubs
  - c. Program and Social Interactions...connect people
  - d. Answer Informational questions
  - e. Provide Resources
  - f. Community Resource Referrals
  - g. Community Room Rentals and Study Spaces
3. Taxpayers and citizens expect the quality library services that they pay for in property taxes.
4. Access to Library Materials not only in open hours but in quick turnaround of delivery and fulfilling of holds. This requires enough staff to process and move the materials.

**C. LIBRARY STAFFING CHALLENGES:**

1. Eliminate the reliance of Extra Help for normal/ongoing staffing standards. Only use Extra Help for On Call/Leave of Absences/Unexpected absences.
2. Staff training is very difficult to plan for with below standard staffing.
3. Succession Planning, retirements and normal attrition directly impact public service delivery and the community when an employee time off. This is due to the lack of staff to

fill behind positions. Currently, it is an “All Hands-on Deck” approach on a regular basis just to get the doors open.

4. **Goal – Get out of crisis mode for staffing.** Leave coverage creates a “Domino Effect” in order to meet minimum staffing standards or even to get the smaller libraries open. Library must pay staff to drive to other locations for library open hour’s coverage that occur for unexpected absences and vacations. This is very disruptive to workflow, impacts customers and frustrating to staff when it is an ongoing problem.

D. **COLLECTION/LIBRARY MATERIALS:**

1. Core service is lending materials in all different formats. \$500K ongoing investment
2. Maintain Asset = 1 million items  
~ requires enough staff to order/replace, process, weed, sort, track, display and organize.
3. Basic lending/receiving material transactions require trained and attentive staff at the appropriate levels. This is necessary to be a good steward of the asset and take care of patrons.
4. Library is a Retail environment – locations must be open, inviting and have enough staff to serve/greet/help the patrons and community with enthusiasm so that folks will want to use our services.
5. Patrons need to find what they are looking for....

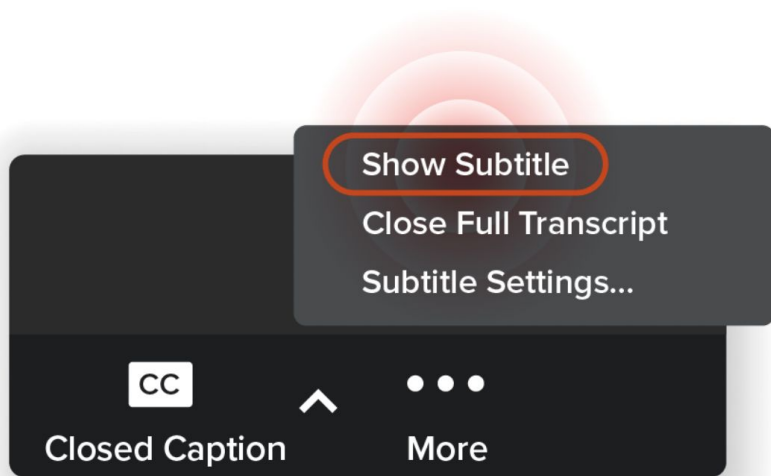
# Library Services in our Communities

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Placer County Virtual Town Hall, January 2022



- In the bottom of the Zoom window, click the “^” up arrow button next to “Closed Caption” and then click on “**Show Subtitle**” to start displaying Rev Live Captions in your Zoom Meeting.



*Note: this setting affects only your Zoom window. Each participant will have the option to show / hide Rev Live Captions in their Zoom window.*

- To hide Rev Live Captions in your Zoom window, click the “^” up arrow next to “Closed Caption” and then click on “**Hide Subtitle**”.

# Thank You For Joining Us!

- Opening remarks of welcome & introductions
- How our town hall will work
- Quick overview of the project
- Four rounds of small group discussion

# welcome & introductions

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# Let's Have A Successful Town Hall!

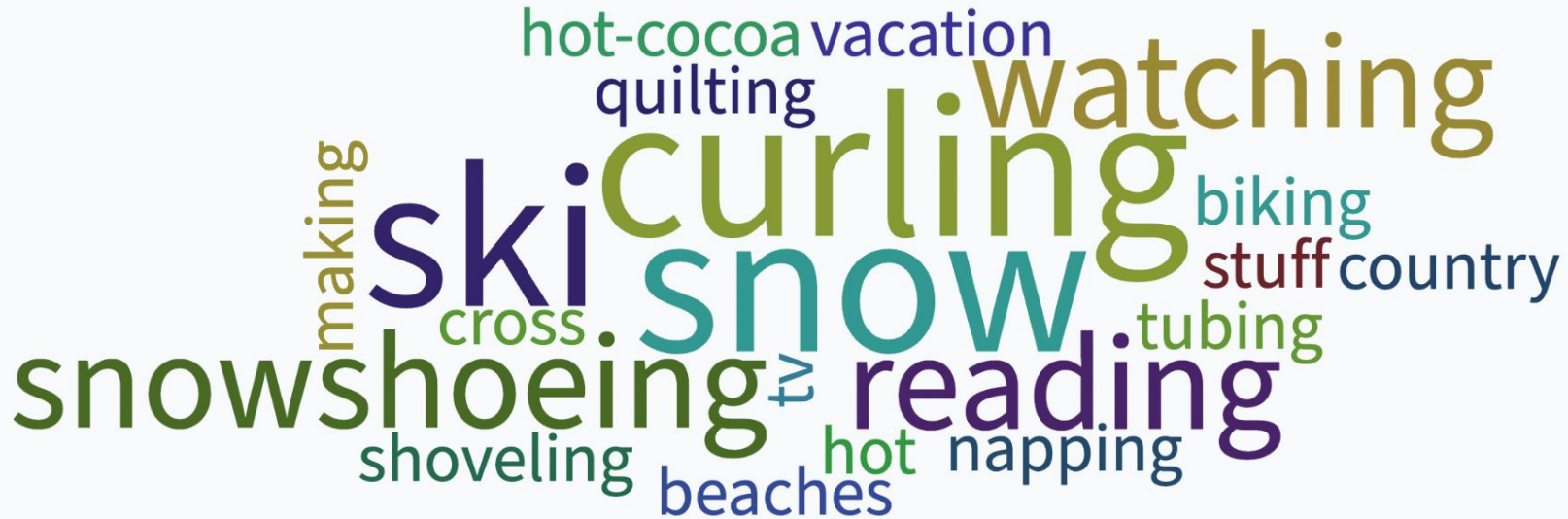
- Be respectful in your interactions with each other.
- Listen to understand.
- It's OK to disagree, but be kind.
- Make room for all to participate.
- Remember that Library staff are here to help!



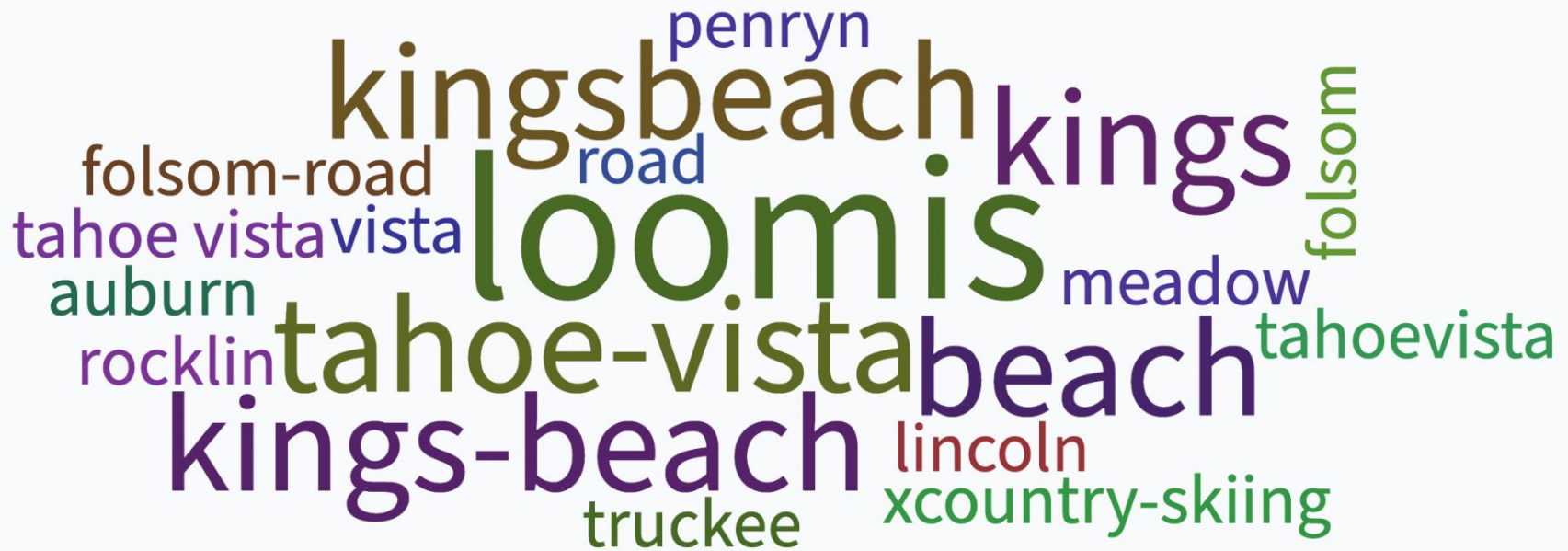
# How Our Town Hall Will Work

- We will be using breakout rooms in Zoom
- We will be using a collaborative notetaking tool called Jamboard
- We will be using Poll Everywhere to collect in-the moment responses and reactions
  - You can answer via text on your phone or in a web browser
  - *Don't worry, we'll have test questions for practice!*

# What is your favorite winter activity?



# What community do you live in?

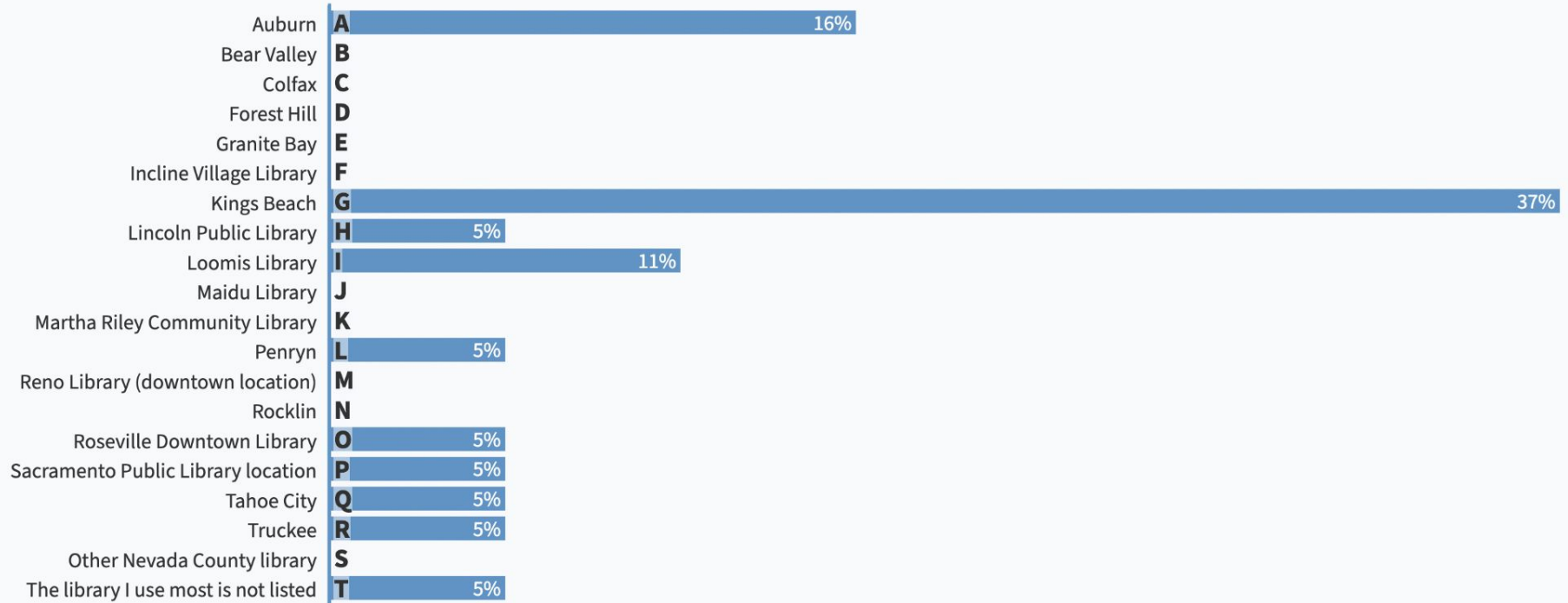


What community do you do most of your errands in?





# What library do you use most often?



# Library Services Review Project

- We're here as part of a county-wide review of library services
- This review and project intends to identify opportunities to strengthen and support library services across the county
- We're looking across the county — including how to ensure access to library services in the Tahoe City and Kings Beach areas
- The key: how do we provide sustainable library services?

# breakout group

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What do you love most about your community? What do you love most about the library?

## Something shared about our **library** in the small group discussion that resonated

local library for kids to visit	Joyful space for children	So much going on, so many activities
Free books from Friends at community events	Staff really cares about each individual and serving their needs	access to computers
Elementary school can walk to the library	Place for people to get together	Resources
my libraries are closed and I miss them	access to the world of ideas	Meeting space for nonprofits
Local library available in walking distance	nice to be able to sit and read in library	Meeting rooms
access to buy books from Friends group	Sense-of-community	Life long learning
Fax machine, printers, computers, wifi	Terrific staff	Welcoming
Library as holy space	Loomis created their own library	On line services
Chance meetings	Listen to the patrons	Online apps Life long learning
for all ages	Staff that know you by name	Storytime as community building
staff help both adults & kids	The staff knows people	Programs at the library
Common love of literature	That the library is an essential part of the community	Welcoming
Cozy		



## Something shared about our **community** in the small group discussion that resonated

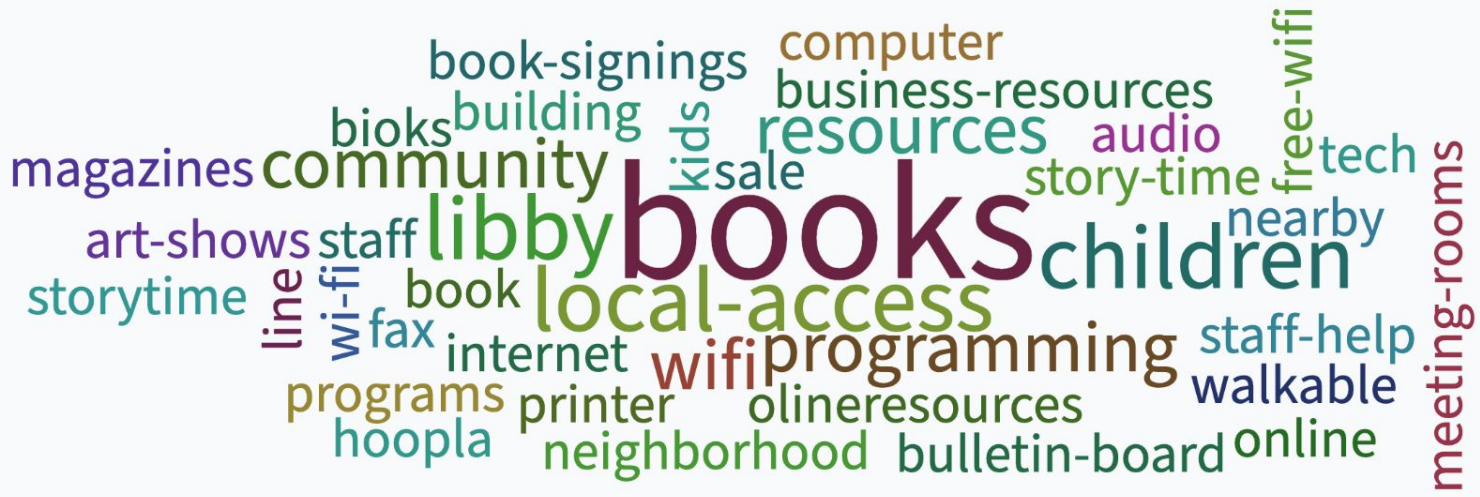
The Christmas street	I Appreciated The appreciation of community; so much going on in the library	Meeting rooms
Close knit	Storytime	Support-of-neighbors
Free Wi-Fi	Close for bicycling to.	community supports their library
Love of nature	kids can walk to the library	Walking distance
You know everybody by first name	Welcoming	Friendly
Access to country and city-like amenities	BusinessServices	That libraries are an important part of the community
parks	lifelong learning	Library listening to the needs of the community
Roseville Folsom road friendly	All ages go to the library	Welcoming space
Hard working people who make things happen	Libraries build community	Holy space
Walkable	Someone shared that they love activities like tai chi class	People-pull-together
beautiful country	Small, intimate space. But also a meeting room available for the community.	Coziness
Diversity is celebrated	Great staff	Loomis bought their library!
Joyful space	Camaraderie	Togetherness
Access		

# breakout group

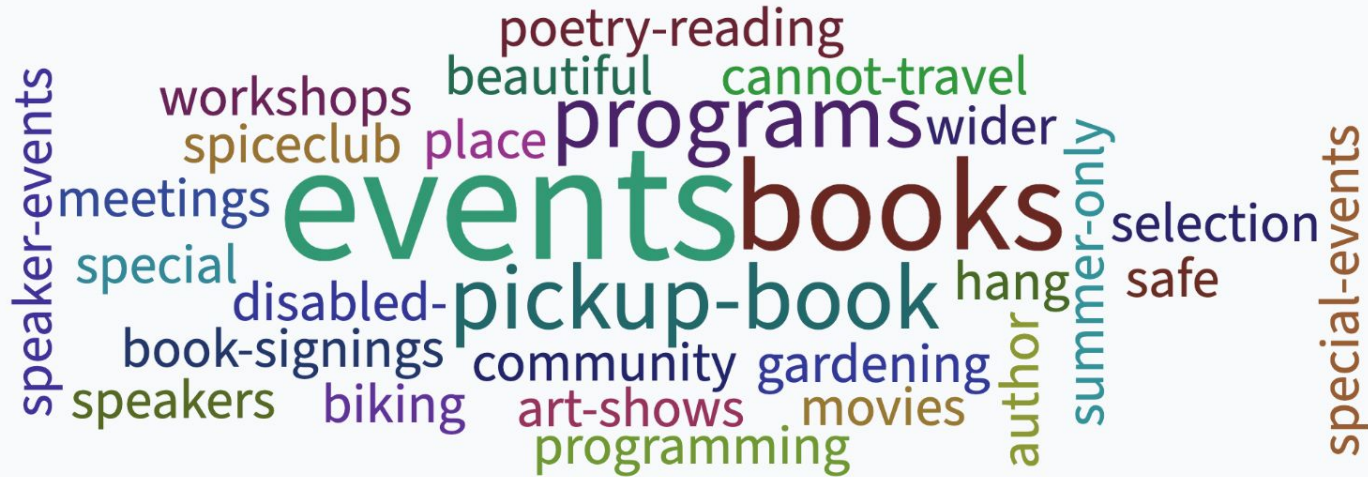
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Our library needs and wants

**In one word, what library services are most important to you? You can answer three times.**

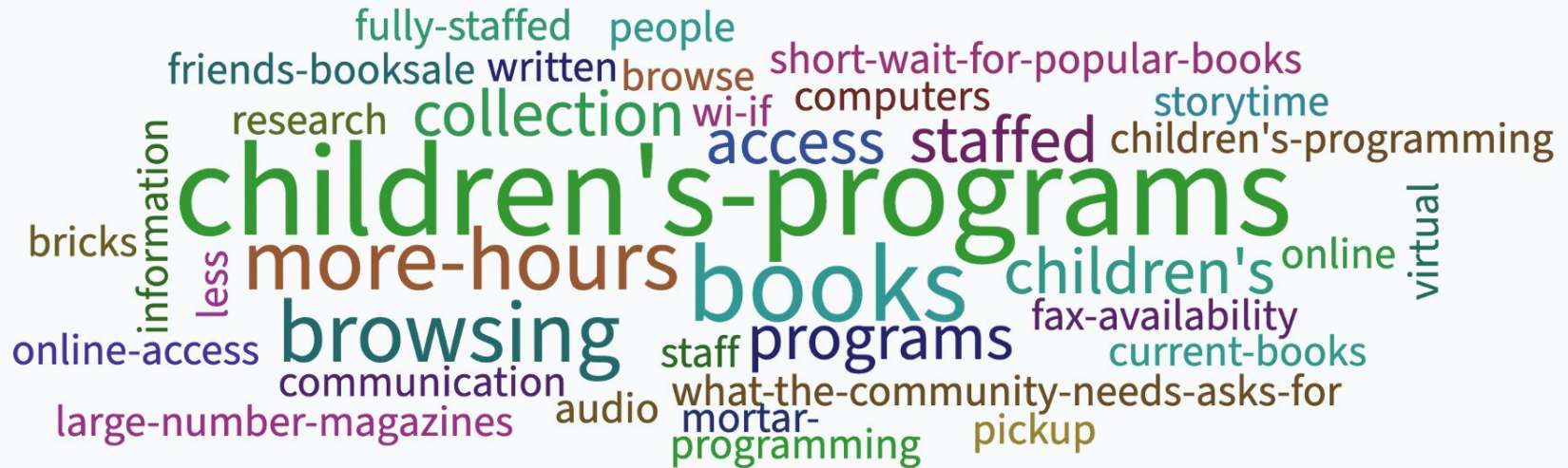


**In one word, what library services are you willing to travel to access? (You can answer three times.)**





**In one word, what library services are essential to be located in your community? (You can answer three times.)**



## Was there anything in the group discussion that surprised or inspired you?

Communicate with community	meeting-area-important	local-libraries
many cannot travel like seniors and kids	Meeting room as a community center	small is good
Driving & biking can be difficult. Need close by for children & seniors	Personal touch interaction with staff and patrons	Need for meeting rooms
Reach out rather than rely on people knowing what's there	Small is great!	Kids need physical access to books - to touch them and interact
Travel can be scary in our county	County- supervisor- ignorance	Libby and Hoopla are wonderful
Listen to the patrons needs	Events held at the library	Poetry readings on line
contact with helpful staff	Advertising services provided	A lot of agreement
How critical wifi is	libby-popular	Collaboration makes us better
Knowledge of what is available	Yes-small is ok!	every neighborhood
More than one supervisor who is convinced that you can get anything you want in the library on your phone	Access to all sorts of magazines	

# breakout group

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What library services, to you, are most important to interact with staff or are most successful when you can interact with staff? What works using other methods?

**In one word: I really love working with a staff person one-to-one or in person when:**

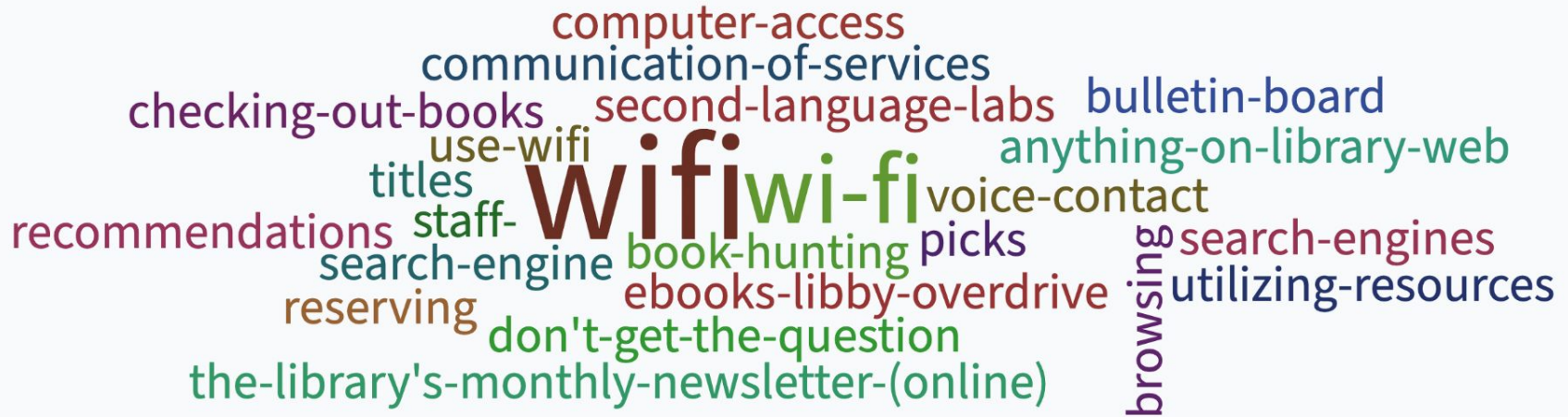




**In one word: I really like interacting with staff virtually  
for:**



**In one word, here are some services or interactions I think  
work well without a staff person there with me:**

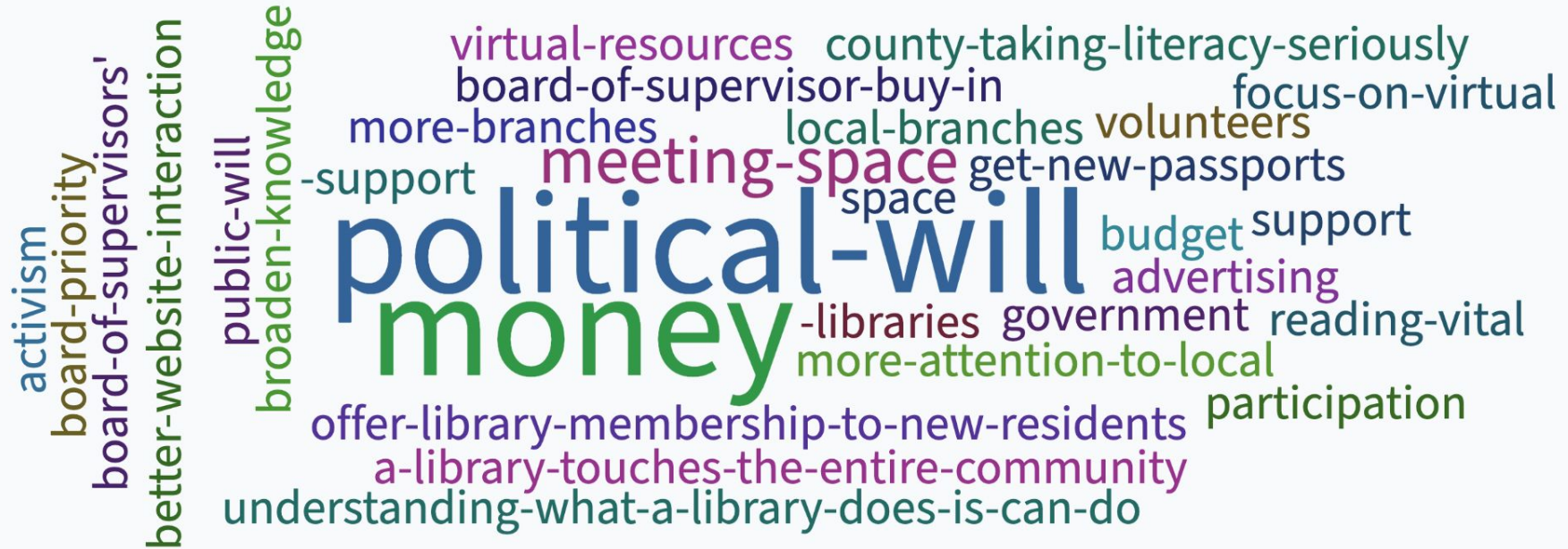


# breakout group

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Let's dream big! What could be — and how do we get there?

**In one word, this is what I think it will take to make our dreams reality:**





what's next

—

Thank You!

**Appendix H: County Tax Revenue  
Projections for Tahoe City and Kings  
Beach**

<b>TRA</b>	<b>TRA_12_13</b>	<b>County Library Post ERAF</b>
071022	071-022	2,157.39
091000	091-000	2,984.18
091001	091-001	132,842.93
091002	091-002	327.46
091003	091-003	429,050.13
091007	091-007	(15.68)
091008	091-008	82,860.76
091009	091-009	332.44
091011	091-011	(5.56)
091012	091-012	202,501.45
091014	091-014	74.64
091016	091-016	103,667.85
091020	091-020	0.38
091021	091-021	56,519.35
091022	091-022	1,268.68
091023	091-023	9,604.56
091024	091-024	10,529.04
091027	091-027	52,103.16
091028	091-028	4,363.97
091030	091-030	27,102.76
091031	091-031	2.23
091032	091-032	-
091033	091-033	15.64
091036	091-036	87,481.12
091037	091-037	431.28
091038	091-038	1,681.61
091040	091-040	3,318.84
091041	091-041	-
091048	091-048	17.36
091049	091-049	-
091050	091-050	-
091051	091-051	1,234.08
091052	091-052	-
091055	091-055	144,177.64
091057	091-057	11.52
091059	091-059	186.71
091062	091-062	-
091072	091-072	32,357.81
091077	091-077	3,614.79
091078	091-078	-
091080	091-080	3,997.41
091086	091-086	15,082.93
091088	091-088	7,527.71
091090	091-090	25,651.97
091091	091-091	45.19
091092	091-092	1,589.08
091094	091-094	-
091095	091-095	1,563.05
091096	091-096	-
091098	091-098	1,551.90
091099	091-099	7,442.65
091101	091-101	369.55
091103	091-103	1,026.90

**Appendix H: County Tax Revenue  
Projections for Tahoe City and Kings  
Beach**

<b>TRA</b>	<b>TRA_12_13</b>	<b>County Library Post ERAF</b>
091104	091-104	16,692.90
091105	091-105	3,937.97
091110	091-110	-
091111	091-111	16.62
091112	091-112	44,340.10
091118	091-118	(17.17)
091119	091-119	16,465.55
091123	091-123	-
091124	091-124	-
091133	091-133	50,660.78
091134	091-134	-
091135	091-135	2,005.65
091138	091-138	935.11
091139	091-139	-
091140	091-140	-
091141	091-141	-
091143	091-143	-
091144	091-144	974.05
091151	091-151	3,249.89
091153	091-153	(0.41)
091154	091-154	-
091156	091-156	-
091157	091-157	-
091158	091-158	-
091159	091-159	644.33
091160	091-160	295.37
091161	091-161	-
091165	091-165	9,256.18
091166	091-166	118,822.45
091167	091-167	511,565.71
091168	091-168	8,967.34
		<b>2,247,461.28</b>

Source: <https://www.placer.ca.gov/ArchiveCenter/ViewFile/Item/783>